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ABSTRACT

The master plan for public library reform and development as drawn up by the Library Council of Victoria is discussed in this report to the state government. Recommendations are made for the improvement of service, facilities and organizations. Suggestions for moving the archives section to a new Public Records Authority are discussed. Minimum standards for all aspects of library matters are established to be used as an evaluation tool in measuring the adequacy of present service and to plan for future improvement. Included also is a voluntary plan for the regionalization of libraries to provide guidelines for the provision of funds. (SJ)

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LIBRARY COUNCIL OF VICTORIA

PUBLIC LIBRARY SERVICE IN VICTORIA

A REPORT TO THE STATE GOVERNMENT

LI 003 616

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MELBOURNE, APRIL 1970

LIBRARY COUNCIL OF VICTORIA

PUBLIC LIBRARY SERVICE IN VICTORIA

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SUMMARY

The Library Council of Victoria has drawn up a Master Plan for library reform and development in the State within the authority given to it under the Act.

This plan and the specific recommendations it contains are set out in the attached document. For convenience, the main points are summarised below.

1. Although 87.5% of Victoria's population has access to library services in 157 municipalities out of 211, the demand is unsatisfied and the quality of the service is not good enough. More money, and more better-trained staff are needed.

2. The State Library building is out of date and decrepit. It has been condemned by local and visiting librarians. Its services need to be developed so that, as the central library, it can provide more support to other libraries, keep its stock in good repair and its acquisitions at a proper level.

3. The Library Council has already begun a re-organisation of the structure of library services throughout the State. This service will, in future, be called the Victorian Library Service. It will have two Divisions - the State Library Division (as before), and the Public Libraries Division (formerly the Library Services Division).

4. The Council believes that the archives section should be removed from State Library control and established as a new Public Records Authority in accordance with the recommendations of the Public Records Advisory Committee consisting of departmental, library and university representatives whose Report forms Appendix III of the Master Plan.

5. The Council has revised the functions of the State Library, including its acquisition policy, to complement rather than duplicate the services provided by other libraries. It has prepared a written set of "minimum standards" for the guidance of all public libraries, a copy of which forms Appendix I of the Master Plan.

6. The Council has prepared a new grouping of local libraries into regions. The regional system is the basis of metropolitan and country organisation and has been developing for twenty years.

Under the Council's plan the State will have 12 country regions and 9 metropolitan regions. There are at present 18 country regions and 8 metropolitan.

Regionalisation is voluntary and will remain so, but the publication of the plan which forms Appendix II of the Master Plan will provide guidelines for local Councils and for the State Government in the provision of funds.

7. The principal recommendations are:

(a) that the ceilings on per capita subsidy be increased from 40¢ (metropolitan) and 50¢ (non-metropolitan) to $1; that regional grants be increased from $78,000 (all inclusive) to $250,000; that capital grants for new buildings and for initial stock be given on Council's recommendation; and that cadetships replace scholarships for library training;

(b) that the State Library should have a new building, preferably on a new site, and that a Government Committee of Inquiry should examine this.

A full list of recommendations is set out on the last page of the Master Plan.

LIBRARY COUNCIL OF VICTORIA

MASTER PLAN

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MELBOURNE, APRIL 1970

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SECTION 1

PUBLIC LIBRARY PLANNING 1970

1.1 Free public library service in Victoria began with the establishment of the Melbourne Public Library, now the State Library of Victoria, in 1854. This Library has always been financed from State funds, and its services have always been free.

1.2 For the past 40 years, the State Library of Victoria has been slipping back in financial support and in management.

1.3 Municipal library service has been a late development in Victoria. In 1947 only 12 of the 198 municipalities in the State had qualified for Government subsidy. Table I on page 3 shows statistically the growth in library service since that time.

1.4 The establishment of libraries was at first impeded by the smallness of the municipalities. The "traditional" library was a collection of books housed in one location serving a limited number of local readers and financed and administered within the local government boundary. Such libraries could be established only in localities whose population was large enough to support them financially, and closely enough settled to facilitate ready access to them.

1.5 Successful attempts to overcome the weaknesses of the traditional library have been based on three practices :

i) the amalgamation of units to give a large enough population basis for what is still a local service;

ii) the encouragement of access to collections outside this enlarged local unit;

iii) the enlargement of the financial basis of support by subsidies and grants from State or Federal funds.

All of these practices are to some extent developed in Victoria and

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ii) the encouragement of access to collections outside this enlarged local unit;

iii) the enlargement of the financial basis of support by subsidies and grants from State or Federal funds.

All of these practices are to some extent developed in Victoria and consideration of them forms the basis of Sections 3, 4 and 7 of this report.

1.6 Forward moves from this point are:

i) better standards of library service should be promoted;

ii) financial provision should be increased and its administration structured in a way that will promote high standards of service;

iii) regionalisation should be formalised and financial support should be directed to regions wherever possible;

iv) very considerable improvements should be made in the financial support and management of the State Library to raise it from the state into which it has been allowed to fall; and to enable it to fulfil even its present limited functions;

v) there should be closer integration of the State Library with local libraries so that it becomes a genuinely State Library in services and not just a large State-financed reference library in Melbourne.

These advances are not dramatic or novel, but they are important.

1.7 This is not a time for radical changes in library structures or finance on a State basis; major changes will undoubtedly be made in future on a national basis.

1.8 Changes in relationship between the Commonwealth and State governments, including the increasing financial powers of the former, are affecting the situation in two ways:

i) there is now growing pressure for Federal moneys to be made available to support public library service;

ii) at the same time there is a strong demand for a genuinely national library service for Australia, to be established after a national inquiry into the library needs of Australians and the best structure to meet them.

1.9 Both these developments will involve the State Libraries and State Library system because they play the key role in library progress in the States.

TABLE I

STATISTICS OF LOCAL PUBLIC LIBRARY DEVELO

Year	Population of State	Population in subsidised Municipalities	Proportion of State population in subsidised Municipalities	Municipalities in State	Municipalities receiving subsidy	Total expenditure on public libraries (non-capital)	Registered borrowers	Registered borrowers as a proportion of subsidised population
1947/48	2,039,769	303,928	15%	198	12	56,214		
1948/49	2,062,709	511,127	25%	199	24	122,741		
1949/50	2,108,125	552,208	26%	199	33	165,552	58,961	11%
1950/51	2,168,884	695,381	32%	199	42	218,688		
1951/52	2,237,182	808,938	36%	199	50	288,156	122,882	15%
1952/53	2,299,538	972,537	42%	201	56	345,240	159,839	16%
1953/54	2,366,719	1,122,409	47%	202	60	426,796	186,390	16%
1954/55	2,416,035	1,189,898	49%	204	66	503,132	211,175	17%
1955/56	2,480,877	1,303,472	53%	204	74	570,140	232,421	18%
1956/57	2,555,021	1,465,436	57%	206	77	772,756	244,951	17%
1957/58	2,632,623	1,567,340	60%	206	80	864,022		
1958/59	2,700,635	1,662,083	62%	206	89	977,542	333,062	20%
1959/60	2,770,919	1,639,910	59%	207	89	1,063,238	363,307	22%
1960/61	2,811,429	1,701,301	61%	209	91	1,229,678	395,275	23%
1961/62	2,888,290	1,750,577	61%	209	98	1,422,228	411,420	23%
1962/63	2,955,299	1,940,955	66%	209	118	1,709,552	427,692	21%
1963/64	3,011,043	2,102,208	70%	210	116	1,758,144	489,020	23%
1964/65	3,071,046	2,120,700	69%	210	115	1,794,838	525,327	25%
1965/66	3,137,921	2,354,410	75%	210	126	2,159,312	596,006	27%
1966/67	3,195,860	2,582,246	81%	211	140	2,547,310	582,819	26%
1967/68	3,249,870	2,624,385	81%	211	143	2,950,158	705,183	27%
1968/69	3,303,631	2,775,808	84%	211	151	3,543,242)	Figures not ye	
1969/70	3,324,177	2,916,943	88%	211	157	3,835,125)		

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STATISTICS OF LOCAL PUBLIC LIBRARY DEVELOPMENT IN VICTORIA 1947-69

Year	Population of State	Population in subsidised Municipalities	Proportion of State population in subsidised Municipalities	Municipalities in State	Municipalities receiving subsidy	Total expenditure on public libraries (non-capital)	Registered borrowers	Registered borrowers as a proportion of subsidised population	Bookstock in public libraries	Book issues from public libraries	Regional library services	Staff in public libraries	Qualified staff in public libraries
1947/48	2,039,769	303,928	15%	198	12	56,214					NIL		
1948/49	2,062,709	511,127	25%	199	24	122,741					1		
1949/50	2,108,125	552,208	26%	199	33	165,552	58,961	11%	279,637	1,060,175	3		
1950/51	2,168,884	695,381	32%	199	42	218,688			330,000	1,800,000	5		
1951/52	2,237,182	808,938	36%	199	50	288,156	122,882	15%	405,776	2,715,981	5		
1952/53	2,299,538	972,537	42%	201	56	345,240	159,839	16%	491,758	3,247,705	6		
1953/54	2,366,719	1,122,409	47%	202	60	426,796	186,390	16%	583,465	3,605,489	6		
1954/55	2,416,035	1,189,898	49%	204	66	503,132	211,175	17%	666,234	4,131,464	7		
1955/56	2,480,877	1,303,472	53%	204	74	570,140	232,421	18%	768,318	4,608,195	8		
1956/57	2,555,021	1,465,436	57%	206	77	772,756	244,951	17%	852,878	5,649,948	12		
1957/58	2,632,623	1,567,340	60%	206	80	864,022					14		
1958/59	2,700,635	1,662,083	62%	206	89	977,542	333,062	20%	1,050,762	4,317,737	15		
1959/60	2,770,919	1,639,910	59%	207	89	1,063,238	363,307	22%	1,438,193	6,523,404	16		
1960/61	2,811,429	1,701,301	61%	209	91	1,229,678	395,275	23%	1,341,406	7,410,385	15		
1961/62	2,888,290	1,750,577	61%	209	98	1,422,228	411,420	23%	1,458,136	8,213,753	15		
1962/63	2,955,299	1,940,955	66%	209	118	1,709,552	427,692	21%	1,540,791	8,824,130	17	443	22
1963/64	3,011,043	2,102,208	70%	210	116	1,758,144	489,020	23%	1,737,820	10,086,930	18	499	27
1964/65	3,071,046	2,120,700	69%	210	115	1,794,838	525,327	25%	1,885,773	10,825,190	17	579	34
1965/66	3,137,921	2,354,410	75%	210	126	2,159,312	596,006	27%	2,032,887	11,660,364	18	602	50
1966/67	3,195,860	2,582,246	81%	211	140	2,547,310	582,819	26%	2,096,182	12,210,693	19	617	52
1967/68	3,249,870	2,624,385	81%	211	143	2,950,158	705,183	27%	2,538,127	13,641,154	22	757	75
1968/69	3,303,631	2,775,808	84%	211	151	3,543,242)	Figures not yet available.				25		
1969/70	3,324,177	2,916,943	88%	211	157	3,835,125)					25		

SECTION 2

STANDARDS OF SERVICE

2.1 In the early stages of library development, State and municipal authorities were necessarily preoccupied with getting library services established as widely as possible. 87.5 per cent of the population now lives in areas receiving library subsidy, so coverage is no longer a major problem. The important task from now on is to improve the quality of service.

2.2 Responsibility for improving the overall quality of public library services rests largely with the Library Council. This position is well recognised, and an increasing number of requests to the Council asks for guidance on such matters as:

i) establishment and administration of libraries;

ii) materials to be collected and services to readers;

iii) numbers and qualifications of staff;

iv) size and type of library buildings, fittings and furniture.

2.3 In comparable countries overseas, and in New South Wales, information on such matters has been collected and formulated into Standards. There is overwhelming evidence that in these countries the formulation and publication of these standards has provided a powerful incentive towards the improvement of library service.

2.4 Standards for local public libraries in Victoria have now been devised by a Committee on Standards set up by the State Librarian, working through 1969. A copy of these Standards is attached as Appendix I. The Library Council intends to publish them shortly for the guidance of libraries and library authorities.

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2.5 When the Standards have been published, further development and improvement in library services will depend upon the promotional activities of the Council and interested bodies, and the setting up of a financial structure which encourages good quality library service.

SECTION 3

REGIONALISATION

3.1 The first regional library service in Victoria was established at Ballarat over the years 1948-1950. Growth since that time is shown in the following table.

TABLE II

GROWTH OF REGIONAL LIBRARY SERVICES 1947-1970

Year	Number of Regional Library Services	Number of Municipalities in Regions	Population Served by Regions
1947/48	-	-	-
1948/49	1	3	11,300
1949/50	3	7	28,472
1950/51	5	12	79,858
1951/52	5	16	95,700
1952/53	6	20	123,218
1953/54	6	21	133,676
1954/55	7	24	151,708
1955/56	8	28	189,943
1956/57	12	37	258,113
1957/58	14	42	305,473
1958/59	15	44	313,448
1959/60	16	53	400,448
1960/61	15	52	412,261
1961/62	15	57	390,547
1962/63	17	69	566,962
1963/64	18	68	665,835
1964/65	17	69	685,350
1965/66	18	72	789,680
1966/67	19	78	834,474
1967/68	22	90	1,069,931
1968/69	25	106	1,394,018
1969/70	25	108	1,439,973

3.2 Although a number of these systems are small, they have already demonstrated the advantages of regionalisation. Indeed, it is only this principle which has enabled the phenomenal growth in the extent of library services in Victoria in the last 20 years.

3.3 The advantages of regionalisation in libraries are three-fold:

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3.3 The advantages of regionalisation in libraries are three-fold:

i) The present division of local government authority in Victoria into a large number of small units, while it makes possible a high degree of local identification and participation, places such severe financial limitations on many municipalities that some of them cannot provide libraries at all, and others can only provide libraries of a quite inadequate kind. This applies particularly to library services in Victorian rural areas where population is scattered. The only hope therefore for some municipalities to provide a library is for them to share the costs with neighbouring municipalities.

ii) An investigation into the costs of good library service in units of different population size shows that the per capita cost of library service decreases as the size of the unit increases. Details are set out in Table III (page 8) in which the Standards of Service enunciated in Appendix I have been costed for units of varying size.

iii) The greatest advantage of regionalisation is the improved quality of larger services. This shows itself in bookstock and in staff.

A larger bookstock allows the provision at a local level of a wider range of books with only moderate duplication, and allows readier access to these books.

The same diversification and consequent enrichment applies to staff. The more qualified staff that can be employed in a service, the more opportunity there is for employing specialists in such areas as children's work, reference work, administration, and so on.

Legal basis of regionalisation

3.4 The two main possibilities under present legislation are:

i) the selling of service from one municipality to one or more other municipalities (Library Council of Victoria Act 1965, Part 3, Section 14);

ii) the setting up of an autonomous library authority to exercise the library functions of two or more municipalities (Local Government Act 1958, as amended 1966, Section 799).

3.5 Experience suggests that the autonomous library authority (ii above) provides the more efficient form of administration. Many regional services established under the earlier form have already been revised in terms of the relevant section of the Local Government Act. This is being encouraged by the Public Libraries Division of the Victorian Library Service.

3.6 A Committee on Regionalisation working during 1969 has drawn up a provisional scheme for a series of regional library services, 12 in the country and 9 in the metropolitan area, which would be large enough in population and rating capacity to support library services of a high standard (see Appendix II). This scheme has two main purposes:

i) to assist the planning and promotional activities of the Library Council;

ii) to discourage the haphazard development of regions. Regionalisation is at present voluntary, and should remain so, at least for some years. It would be a pity, however, if

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ii) to discourage the haphazard development of regions. Regionalisation is at present voluntary, and should remain so, at least for some years. It would be a pity, however, if voluntary development of regions were to lead to an unevenness under which some regions might be overlarge, leaving some which would be scarcely viable.

3.7 The Council intends to promulgate the plan as a declaration of its policy on regionalisation.

Regional Finance

3.8 Further encouragement of regionalisation should be given by a financial structure which channels a significant part of the Government's financial support through regional agencies. This point is developed in 7.21 of this Report.

Size of Regions

3.9 Regionalisation is not an end in itself. Once a region is large enough for effective service, there is no advantage to be gained by further centralisation or enlargement. Indeed, there is some danger of losing the sense of local involvement and responsibility if a region becomes very large.

Provision of Special Services

3.10 In addition to formal regional arrangements for administrative purposes, there are some library activities which can well be shared across regional or municipal boundaries. These include computer services, union catalogues, co-operative book purchasing, and storage of obsolescent books. Some planning of this sort is already under way in Victoria.

TABLE III

PUBLIC LIBRARY SERVICE IN VICTORIA BASED ON STANDARDS (App. A)

(Costs as at November 1969)

	200,000	100,000	60,000	36,000
	1:3850	1:2250	1:2400	1:2000
	85	45	29	15
	38	15	10	9
	$112,000	$ 60,000	$ 40,000	$ 24,000
	37	30	19	12
	$142,500	$ 75,000	$ 47,000	$ 30,000
0%)	$254,500 (56%)	$135,000 (54%)	$ 87,000 (53%)	$ 54,000 (51%)
	$1.27	$1.35	$1.45	$1.54
	250,000	150,000	100,000	70,000
	31,350	18,750	12,750	8,750
1%)	$109,375 (24%)	$ 65,625 (26%)	$ 43,750 (27%)	$ 30,625 (29%)
	55¢	65¢	73¢	88¢
0%	$ 90,969 (20%)	$ 50,156 (20%	$ 33,813 (21%)	$ 21,156 (20%)
	45¢	50¢	56¢	60¢
	$454,844	$250,781	$164,063	$106,781
	$2.27	$2.51	$2.73	$3.02

TABLE III

ESTIMATE OF RUNNING COSTS OF PUBLIC LIBRARY SERVICE IN VICTORIA BASED ON STANDARDS (App. I)

(Costs as at November 1969)

POPULATION	300,000	200,000	100,000	60,000	35,000
STAFF -					
Ratio	1:2500	1:2350	1:2250	1:2100	1:2000
Total No.	120	85	45	29	18
Qualified Staff	40	28	15	10	6
Salaries (at $4,000 ea.)	$160,000	$112,000	$ 60,000	$ 40,000	$ 24,000
Other Staff	80	57	30	19	12
Salaries (at $2,500 ea.)	$200,000	$142,500	$ 75,000	$ 47,000	$ 30,000
Total Salaries	$360,000 (59%)	$254,500 (56%)	$135,000 (54%)	$ 87,500 (53%)	$ 54,000 (51%)
Cost per head	$1.20	$1.27	$1.35	$1.46	$1.54
BOOKS -					
Total Stock	300,000	250,000	150,000	100,000	70,000
Vols. to be acquired annually	37,500	31,250	18,750	12,750	8,750
Annual Cost (at $3.50 ea.)	$131,250 (21%)	$109,375 (24%)	$ 65,625 (26%)	$ 43,750 (27%)	$ 30,625 (29%)
Annual Cost per head	44¢	55¢	65¢	73¢	88¢
OTHER COSTS -					
Annual Cost	$122,813 (20%	$ 90,969 (20%)	$ 50,156 (20%	$ 32,813 (20%)	$ 21,156 (20%)
Cost per head	41¢	45¢	50¢	55¢	60¢
TOTAL ANNUAL COST -	$614,063	$454,844	$250,780	$164,063	$105,781
COST PER HEAD (as at Nov. 1969)	$2.05	$2.27	$2.51	$2.73	$3.02

SECTION 4

INTEGRATION - THE VICTORIAN LIBRARY SERVICE

Introduction

4.1 If the public library service in Victoria is to be strengthened, it is not enough to join together a number of small units into larger units. The whole structure must be given a strong heart. The Council intends to provide that strong heart through the Victorian Library Service (see 4.8 below). The elements of the Victorian Library Service already exist, but they need integrating to make them fully effective for the best use of public library resources.

4.2 The Council at present has a Headquarters (the State Librarian's Office) and two Divisions, the State Library (including the State Archives) and the Public Libraries Division, (formerly called the Library Services Division).

4.3 The Public Libraries Division at present provides advice and leadership to local municipal libraries. It needs strengthening in order to work more effectively (see Section 6).

4.4 The State Library has, through its 115 years, been largely a reference library, with its use limited to those who live in Melbourne or who can afford to travel to Melbourne. It has failed to become a State library in service as well as in authority. This has resulted in waste, because of the "imprisonment" of the Library's collections where they do not receive full use. At the same time, it has in effect deprived many Victorians of access to books which they need and which they own.

4.5 The State Library must continue to be built up as a great collection of books and library materials - there must always be in the State at least one great strong reference and research collection - but its strength must also be shared through a strong and effective support service to local libraries. (See 5.4 below).

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4.6 Major improvements will be needed in the bookstock, staffing and management of the State Library to enable it to serve local libraries and to deserve their confidence. It is for this reason that references to the State Library occupy such a large part of this Section.

4.7 With the establishment of the Victorian Library Service, there will be four elements of public library service in Victoria:

i) Direct service to the public given from municipal libraries organised into regional groups.

ii) Direct service to the public given by the State Reference Library.

iii) A support service for municipal libraries given from the State Library.

iv) A service of advice and leadership given to municipal libraries from the Public Libraries Division.

The Victorian Library Service

4.8 The Library Council has resolved that the whole enterprise over which it has control will be called the Victorian Library Service and will consist of a headquarters and two divisions: The State Library, including

for the present the Archives Section, and the Public Libraries Division.

4.9 The Council has recently had a careful study made of the archival needs of the State of Victoria and now recommends that the Archives Section be detached from the State Library to become the basis of the proposed Public Record Office. A report on this special study of archival needs is attached as Appendix III.

4.10 The functions of the Victorian Library Service will be:

i) exercising leadership in the overall planning and development of library and information services in the State;

ii) setting high standards of achievement in those services;

iii) co-ordinating public library services with those provided by other libraries;

iv) engaging in publicity and public relations activities in connection with all library and information services in the State;

v) providing appropriate services through its operating or "line" divisions. These services will fall into two classes -
(a) those given with or through books and other library materials,
(b) advisory and similar services given independently of library materials.

Headquarters of the Victorian Library Service

4.11 The functions of the Victorian Library Service Headquarters will be numbers i) ii) iii) and iv) of 4.10 above, together with the co-ordination and oversight of the work of the Divisions.

4.12 The State Librarian will have attached to his office a small number of personal assistance to be responsible for the research needed at the top level in planning and development, and for general publicity and work of this nature. These assistants will have purely staff functions. There will also be a small secretarial and clerical group.

4.13 The State Librarian has on his staff at present a liaison officer for the government departmental libraries which are staffed by the State Library (see Section 9).

4.14 It is important that the State Librarian's staff should be kept small, and that as much as possible of the work of the Victorian Library Service should be carried out through its operating Divisions.

4.15 To ensure proper co-ordination of the work of the operating Divisions, the State Librarian has set up a consultative group meeting regularly and consisting of himself as chairman, the Principal Librarian and the Deputy Principal Librarian of the State Library, the Executive Officer of the Public Libraries Division, and the Chief Archivist. This committee will make recommendations to the State Librarian and these, if agreed with, will be carried out by him or by the Divisions as appropriate.

SECTION 5

THE STATE LIBRARY

5.1 For a hundred years the State Library was virtually the only public library in the State, and the university library was largely undeveloped. The State Library catered, therefore, for readers on a wide range of topics and at all adult levels. To do this it attempted to collect in depth books on all aspects of human thought and experience.

5.2 This situation has changed in two respects:

i) The phenomenal increase in the production and use of books throughout the world now makes it impossible for any library to be all-embracing in its acquisitions or services.

ii) Public library services are now widely established in Victoria, and university and college libraries have increased in numbers and size.

5.3 In the light of these changes, the Council has reviewed the functions and acquisitions policy of the State Library (see 5.5 below), and has resolved that it should complement rather than duplicate the services provided by municipal, public and other libraries. The collections and services that it provides should be open to all, but the specific needs of children and the day-to-day needs of adults should be met by the municipal libraries. The State Library will concentrate on providing a wide range of materials of a more specialised type, and making them available partly through personal reference at the State Library, and partly through the Municipal Support Service.

5.4 The Municipal Support Service will provide:

i) a books service through which specialised materials are made available to municipal libraries throughout the State;

ii) a bibliographical service through which public libraries could have access to bibliographies in order to know what books there are, what they cost, and where they can best be bought or borrowed;

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iii) an <u>information service</u> through which general information can be given to libraries as distinct from the personal reference service at present given from the reference library.

These services will be co-ordinated by an officer of the Reader Services Department of the State Library.

5.5 Within this framework, the functions of the State Library will be specifically to:

i) provide a general reference and information service;

ii) provide a serviee in some depth in matters of public concern, on which informed opinion is essential in a democratic society, e.g.: urban problems, drugs;

iii) meet the needs of government, insofar as they are not met through special libraries;

iv) establish a comprehensive collection of government documents from relevant overseas countries as well as the Commonwealth and other States as a major resource in the conduct of public affairs and historical research.

v) provide a comprehensive service in fields of business, agriculture and industry where the organisational units are not sufficiently large to support special library service, and service is not available from alternative sources;

vi) provide service, or ensure that service is available to meet the marginal needs of large companies, government departments and societies which maintain libraries in their fields of specialisation;

vii) meet the needsoof the public for self-education, and provide supplementary resources for formal courses of education in cases where educational authorities cannot reasonably be expected to meet these needs;

viii) provide for the benefit of the research worker and the interested public the major Australiana collection of the State, and collect, in particular, all materials originating in Victoria and all materials relating to Victoria, including manuscript materials but not public records.

ix) meet the need of librarians for a comprehensive service in the field of their professional interest to ensure that the library services maintained in the State are of the highest possible standard, such service to include the building of a comprehensive collection of materials on librarianship and the conduct or sponsorship of seminars, workshops, etc.;

x) collect and display rare and beautiful examples of all periods of book production;

xi) provide a service in depth in fields such as art and music in which it already has special strengths;

xii) provide on an interim basis a direct service to readers in the country who live in areas not catered for by municipal libraries;

xiii) provide service in such other fields as appears desirable, having in mind the collecting activities of other learned libraries;

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xiii) provide service in such other fields as appears desirable, having in mind the collecting activities of other learned libraries;

xiv) issue in published form unique and rare materials held by the Library;

xv) compile and publish bibliographies, indexes, union catalogues and other works which will facilitate use of the Library's resources or provide improved access to information, particularly in the Library's fields of specialisation;

xvi) supply bibliographical information to other libraries on request;

xvii) act as a referral centre for information sources of all types, and direct readers and libraries to them as appropriate;

xviii) exercise leadership in the planning, promotion, development and co-ordination of research, reference and information services in the State to ensure that through one service or another people have access to all the materials and information that they need, but that wasteful duplication is avoided;

xix) exercise leadership in the establishment of storage centres for little-used materials;

xx) ensure that materials of value to the State are not dispersed through haphazard disposal of unwanted material;

xxi) initiate and co-operate in projects at the Federal and State level for the bibliographical control of publications, inter-library use and other projects requiring co-operative action;

xxii) exercise leadership in the development of improved methods, the application of technological developments to libraries and the utilisation of the new media of communication;

xxiii) maintain liaison with institutions, organisations and individuals interested in reference research and information service, and represent the Library Council on committees and at meetings.

xxiv) undertake such other activities as may be necessary to ensure the availability of library services adequate to the State's needs.

Defining these functions is a basic step in formulating an acquisitions policy for the Library. The formulation of the policy is a responsibility of the Resources Development Officer (5.6 (iv)a) and this work is proceeding. The policy is taking into account the collections and services of other libraries.

Changes in Organisation

5.6 The following changes are being undertaken in the internal organisation of the State Library:

i) Closing of the metropolitan lending service, and use of the staff and resources freed by this step for the development of the Municipal Support Service and strengthening of other services. This has already been approved by the Library Council.

ii) Closing of the country lending section as soon as provision can be made for borrowers to have access to local libraries.

iii) Re-organisation of the Readers' Services Department to link together more closely its present functions of general reference, research and inter-library lending, and to add the servicing of newspapers and current serials (it already services the older serials).

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iv) Re-organisation of the work at present carried out in the Acquisitions, Cataloguing and Serials Departments. At present the Acquisitions Department looks after the selection and acquisition of books, the Serials Department the selection, recording and servicing of serials, and the Cataloguing Department the cataloguing of all material. These functions will be re-distributed as follows:

a) A Resources Development Officer responsible to the Principal Librarian will do the selection of both serials and books, in order to build the collection on a systematic basis. This officer will also be responsible for regular weeding of the stock.

b) A Technical Services Department will be created under a Technical Services and Systems Librarian with responsibility for the acquisition and cataloguing of all materials, the recording of serials, and binding.

c) To the present Serials Officer willbe assigned the task of developing a Government Documents Collection, and the development of exchanges both national and international.

v) Separation of the general administrative and clerical functions from the Readers' Services Department, and their transfer to the State Library Administrative Office.

vi) Establishment of a Municipal Support Section within the Readers' Service Department to administer the service referred to in 5.4 above.

Changes in Staffing

5.7 The staff of the State Library and government departmental libraries has increased from 125 in 1960 to 169 in 1969 - an increase of 44 new positions. Analysis of these, however, shows a far from satisfactory position. 5 of the positions were created to establish a Headquarters for the Library Council consequent on the creation of the office of State Librarian; 4 were security guards, 11 were for staffing libraries in government departments, and 2 were archivists. 20 of the remainder were for the newly established La Trobe Library (see 5.10 below). This leaves a net increase of 2 in the State Library - an "E" Class clerk and one Library Officer of the most junior grade.

5.8 The effects of this gross understaffing have been felt everywhere, but principally in the Cataloguing Department and in the La Trobe Library.

5.9 In the Cataloguing Department there are over 8,000 items awaiting attention, and until the cataloguing staff can be increased there is no hope whatever of this backlog being reduced. Understaffing in this department is obstructing effective work in all other departments, because the cataloguing of the collection is the basic step in all library activities.

5.10 In the La Trobe Library the position has been difficult ever since the wing was opened in 1965. Because only 20 positions were provided in place of the 27 asked for, the hours of the library had to be restricted, and are still restricted, to the great inconvenience of scholars and students. But meanwhile the excellent service provided in the La Trobe Library has resulted in a vast increase in the demands made upon it, and the present staff can no longer cope even with limited hours. Worst of all, the library was opened before it was properly ready and arrears of work on the La Trobe catalogue have never been overtaken: on the contrary they are increasing.

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5.11 In addition to an increase in the numbers of staff, changes are needed in the organisation of the staff.

5.12 A study of the existing staff and salary structures of the Library in the latter part of 1969 has revealed the need for:

i) Greater separation of professional and non-professional duties in the interests of efficiency, economy and morale.

ii) Larger numbers of qualified and experienced staff, especially for service to the public. At the present time, most of the service to the public is given by trainees and attendants, with limited results.

iii) A greater number of levels in professional positions.

iv) An intermediate category of library technicians to carry out sub-professional duties at present done by professional officers.

v) A sound administrative/clerical support staff, with provision for a range of positions at various levels.

vi) The creation of a number of specialised positions such as display officer, systems analyst, document repairer, conservator of prints and pictures, rare books librarian.

vii) Greater flexiblity in the deployment of staff both within individual departments and within the Library as a whole.

viii) Improved salary rates, in order to attract recruits and hold the more senior professional staff.

ix) More stringent recruitment standards.

x) An intensive programme of in-service training to improve the standard of work in the State Library.

xi) Provision for staff members to gain experience in their particular fields of activity in other libraries.

These matters are at present under discussion with an officer of the Public Service Board.

Condition of Bookstock

3 The condition of the present bookstock has long given cause for concern, and rightly so. Mrs. Carma Leigh, the State Librarian of California, who visited the Library recently, said, "The problems of weeding and repairing the Library's stock are staggering in physical size and complexity."

4 A simple programme to restore the whole of the present stock is not the right answer. A proportion of the stock is not worth repairing. The contents of the stock will therefore first be examined and restoration undertaken accordingly. A broad classification of books which need repair will then be:

i) Volumes which should be withdrawn from the stacks to form a rare book collection. These will be provided with slip cases or sent overseas for binding.

ii) Volumes to be transferred from stack storage to open access. These will be rebound in buckram or linen or imported acid-free leather.

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iii) There will remain several hundred thousand volumes in stack storage. Those which are considered likely to receive reasonable use will be bound in buckram or linen or quarter-bound. There will remain thousands of little-used volumes which have lost their spines and are therefore difficult to identify on the shelf. They are not worth the cost of rebinding. Some will be stored (individually) in folders or mass produced pamphlet boxes. The rest, for which no use can be foreseen, will be offered to other libraries or will become redundant.

5.15 The assessment of the stock will be under the direction of the Resources Development Officer with the assistance of the Readers' Services Officer, and with the advice of local scholars, an adequate number of whom are willing to help.

5.16 This process will relieve some of the congestion in the already crowded stacks, but it will not remove the basic disadvantage of the present stack construction.

5.17 The Council is especially concerned about the condition of the newspaper collection, which is the best of its kind in Australia. Newspapers are printed on paper of an inferior sort that decays even under ideal storage conditions. The newspapers in the State Library, some of them a hundred years old, are disintegrating rapidly, and some of them are already unusable.

5.18 In order to retrieve this situation and to preserve this irreplaceable material for the future, the Library has undertaken a programme of microfilming the newspapers to archival standard.

5.19 The Council hopes to have the bookstock restoration and newspaper microfilming programmes completed within 10 years.

The Library Building

5.20 The State Library cannot possibly be operated efficiently and economically as it is housed in the present building.

5.21 The Council has had advice from several visitors, and latterly by Mr, Keyes Metcalf, possibly the world's greatest authority on the planning of library buildings; by Sir Frank Francis, formerly Director of the British Museum; and by Mrs. Carma Leigh, State Librarian of California; all of whom have visited Melbourne in the last 18 months. They all say that the only satisfactory solution to the Library's housing problem is the erection of a new building planned in accordance with the principles of modern library design.

5.22 The Council regards this as a matter of great urgency, and strongly recommends that the Government establish a Committee of Inquiry consisting of representatives of Government and of the Library, to make a feasibility study of the practicability of erecting a new building.

5.23 Apart from the La Trobe wing, the Queen's Hall and the Northwest Wing, the Library is basically an octagonal building with a basement, a ground floor and a first floor. Inside this octagon there is another octagon forming an annulus 14' wide. The Reading Room on the first floor seats 320 readers, and the Newspaper Room on the ground floor

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5.24 The annulus on ground floor and first floor levels provides quarters for the staff and for a small part of the book collection. The first floor Reading Room houses about 35,000 books on shelves 12' high. The remainder of the books (about 800,000) are housed in stacks in the annulus at four levels above the first floor. Access to these stacks is by an old and slow lift.

5.25 The building and the arrangement of the facilities within it have been subject to stringent criticism over many years by a long series of visitors and by local librarians. A quick listing of the defects of the building follows:

i) Retrieval of books from the stacks is absurdly time-consuming, partly because of the slow lift and partly because of the long distance there is to walk around the annulus on any stack floor.

ii) Supervision of the staff in the stacks is virtually impossible.

iii) The book stacks are about 95 per cent full (as against an acceptable standard of 66 per cent) and possibilities for extending the stacks are available only by developing and further perpetuating a very bad arrangement.

iv) The catalogue has grown in size and now fills the room it occupies, so that some re-housing of it is a matter of great urgency.

v) There is no space in the Inquiry Room for a Readers' Service staff.

vi) The Reading Room is unsatisfactory acoustically in that it magnifies all noise. It would therefore be unsatisfactory to station Readers' Service staff in the room where they might serve readers.

vii) There is no space for a public reference and bibliographical collection from which readers might do a good deal of self-help.

viii) Staff quarters throughout the building are cramped and unadaptable, and not capable of expansion nor of re-arrangement to allow a better work flow.

ix) The segregation of staff in the annulus creates problems of uneconomic supervision of the Reading Room.

x) Movement of staff and materials from one part of the building to another is often circuitous, and frequently involves man-handling of heavy materials because of the lack of lifts in some areas and the numerous flights of steps.

xi) The heating, lighting and ventilation of the Library are all bad.

xii) Toilet facilities for both staff and public are minimal, and in some cases, in spite of care, quite offensive.

xiii) There are no public facilities for eating and resting, or smoking, such as are provided in libraries in other parts of the world.

xiv) The whole building is dreary and dull, and unfortunately the dreariest and dullest part of it is the Newspaper Room.

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xii) Toilet facilities for both staff and public are minimal, and in some cases, in spite of care, quite offensive.

xiii) There are no public facilities for eating and resting, or smoking, such as are provided in libraries in other parts of the world.

xiv) The whole building is dreary and dull, and unfortunately the dreariest and dullest part of it is the Newspaper Room, which is the first part that the casual visitor sees; and it is this room which he carries away in his mind as "the State Library of Victoria".

5.26 The Council therefore repeats in the strongest terms the necessity for the erection of a new building at the earliest possible date.

5.27 A new building, however, cannot be acquired overnight, and some of the more pressing problems must be solved or minimised without delay. It will be crippling to the improved library services unless some re-location of services and minimal alterations to the existing building are undertaken to tide the Library over the next few years.

5.28 Broadly, this re-location should provide for:

i) The removal of the newspapers into compact storage in the basement.

ii) The re-location on the ground floor of the public catalogue and almost all the staff.

iii) The provision of better stack communication, and some mechanical means of book delivery.

iv) The provision of additional stack space. Even at the present slow rate of acquisition, the stock will increase in 10 years by about 200,000 volumes. With an increased book budget and a developed programme of exchanges, this number will likely double.

5.29 Development of the Queen's Hall is already in hand. It is proposed to house there the art and music collection and rare books, with the mezzanine used for periodicals stack. The northwest building, currently being vacated by the Institute of Applied Science, should be developed as an in-service training centre and space for some stack and office accommodation.

5.30 Fortunately the Council is sure that much of this re-location can be carried out at small cost along with normal repair and maintenance of the building.

SECTION 6

PUBLIC LIBRARIES DIVISION

6.1 The functions of the Public Libraries Division will be, under the direction of the State Librarian, to:

i) Carry out procedures connected with the allocation of grants and subsidies to municipal public library services in the State.

ii) Assist in drafting and reviewing standards for the efficient and successful operation of municipal public library services in the State.

iii) Undertake surveys of municipalities with a view to the implementation of the State Regional Library Plan; present survey reports to regional library authorities, their

iv) The provision of additional stack space. Even at the present slow rate of acquisition, the stock will increase in 10 years by about 200,000 volumes. With an increased book budget and a developed programme of exchanges, this number will likely double.

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ii) Assist in drafting and reviewing standards for the efficient and successful operation of municipal public library services in the State.

iii) Undertake surveys of municipalities with a view to the implementation of the State Regional Library Plan; present survey reports to regional library authorities, their constituent municipalities and municipalities recommended to become constituents of regional library authorities.

iv) Undertake annual inspections of each subsidised municipal library service to ensure observance of required conditions for subsidy and grants; present inspection reports with recommendations to library authorities and, when necessary, the Library Council of Victoria.

v) Represent the Library Council of Victoria, as required, at meetings of regional library authorities, municipal councils and other groups, and at meetings with their representatives and officers.

vi) Collect, arrange for use, store and disseminate information on municipal public library services including financial and other statistics; compile directories of public library services in the State.

vii) Provide technical advisory services to regional library authorities, municipalities, librarians and others on adults', young adults' and children's services; provide advice on selection of materials, technical services,

readers' services, extension services, library buildings and personnel management.

viii) Maintain collections of plans, specifications and other documentation on library buildings and equipment.

ix) Undertake demonstration projects in fields of municipal public library service including demonstration collections of adults', young adults' and children's materials.

x) Assist in the liaison of the Library Council of Victoria with other bodies and organisations which have interests in the public library field such as the Library Association of Australia, library promotion organisations, and associations of public libraries.

xi) Assist in forward planning for the development of municipal public library services in the State.

xii) Assist the Library Training School in continuing education programmes for municipal public library staff and provide field assistance to local informal training.

xiii) Promote the establishment, growth and use of municipal public library services by means of publicity and public relations programmes, maintain collections of publicity materials.

xiv) Carry out any further duties in relation to the provision of municipal public library services in Victoria which may from time to time arise.

Staff

6.2 If the Public Libraries Division is to fulfil the functions listed above, it will need an increase in its staff. At present the Division has a staff establishment of 10. A revised staff has been worked out which shows a need to build up the staff to 15. The Council will continue to press in the annual Estimates for additional staff for this Division at competitive salary levels.

6.3 Accommodation

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6.3 Accommodation

The present offices of the Public Libraries Division in the ground floor annulus of the State Library will be too small to house the staff proposed. These offices at present occupy about 1,900 square feet, of which 1,250 square feet is usable work space. The remainder consists of corridor areas, a mezzanine floor and a staff room. For the enlarged staff, it will be necessary to provide 2,700 square feet of office space (including space for storage and staff room) and a further 1,000 square feet if the demonstration collections in 6.1 above are maintained. This space will become available after the re-location discussed in 5.27 and 5.28.

SECTION 7

FINANCIAL PROVISION

7.1 All Victorian libraries need a great deal more money than they now receive. Table IV (page 22) shows that contributions from both local and

state government have risen dramatically in the last twenty years. Table I (page 3), however, shows an equally dramatic rise in the demands being made on libraries by an increasing army of borrowers. Furthermore, costs of staff and books are rising steadily.

7.2 Apart from the amount of money provided, there are changes that should be made in the administration of subsidies and grants and these are dealt with in 7.10 ff below.

State Library

7.3 The Council notes with pleasure the steady increase in the book vote of the State Library and earnestly hopes that this increase will be maintained. It points out, however, that after allowing for steadily rising book and serial costs, the increase is allowing only slow recovery from the deplorable underfinancing of the past.

7.4 The Council deplores the small growth in the staff vote of the State Library (see 5.7 to 5.10 above) and urges that much more money be made available for this purpose in the estimates in the next financial year.

Municipal Libraries

7.5 Public libraries serve all the people of a community. All who live in a library area, or who go to work or are being educated there, as well as those who pay rates, can borrow library materials for use off the premises. There are no barriers preventing any child or adult registering for membership. The traditional argument that an informed and literate public is a necessary part of good government is sound. The provision of good public library services, freely available to all, is therefore a public responsibility and a proper charge on public funds.

7.6 The question is what level of government, local, State or Federal, or what combination of these, should take responsibility for the provision of public funds for public libraries.

7.7 A public library is successful to the degree in which it is sensitive to the needs of the locality it serves. It is, primarily, a peculiarly local service and should be provided by the local unit of government, controlled by it and managed by its officers. Selection of books and library materials

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7.8 Thus, a degree of local autonomy in provision of services should be retained. Variable patterns of service, rather than one standardised pattern, will provide a necessary creative element of competition for excellence and a likely greater hospitality to innovations in professional practice.

7.9 Local provision alone is limited, however, by the restrictions of local government finance and the need to achieve minimum standards of service.

7.10 For these reasons, the State Government has been seen, correctly, as a significant partner in the provision and maintenance of acceptable public libraries in Victoria. The State Government's role has been to provide the further finance necessary and to see that resultant expenditure is guaranteed worthwhile results. The burden of setting the standards to be achieved and of evaluating the actual results, is necessarily a State function.

7.11 Provision of library service to the general public, through the State Library and its agencies, has been accepted as a State responsibility since 1856. The joint partnership with local government in extending this service commenced in 1946. Amounts of money expended in this way since 1947/48 are detailed in Table IV (page 22).

Present system

7.12 Since 1947, State aid has been provided by four means:

i) Subsidy based on local expenditure.

ii) Rural Library Establishment and Regional Development Grant.

iii) Country Free Library Grant.

iv) Children's Free Library Grant.

These are discussed in succeeding paragraphs.

Subsidy

7.13 The major form - subsidy- has always been allocated on a $1 for $1 basis matching local expenditure. While the basic form remained unchanged, a significant limitation was introduced by the Treasury in 1958/59, when a ceiling of 40¢ per capita was imposed on metropolitan subsidies, and again in 1962/63, when non-metropolitan subsidies were ceiled at 50¢ per capita. The levels of these ceilings have not been raised since. In 1969/70, subsidy has been granted of $1,272,893, on a local expenditure of $2,583,982.

7.14 As a result of these ceilings, there has been an increasing imbalance between local and State contributions, as Table V (page 23) shows.

7.15 The Treasury action of 1958/59 and 1962/63 introduced two significant factors into public library finance:

i) subsidy was for the first time based on population;

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7.15 The Treasury action of 1958/59 and 1962/63 introduced two significant factors into public library finance:

i) subsidy was for the first time based on population;

ii)1 aid was varied according to local needs, though this factor was distinguished only crudely by providing 10¢ per capita more to country municipalities.

Grants

7.16 Two of the grants, the Rural Library Establishment and Regional Library Grant, and the Country Free Library Grant, also showed recognition, though in rudimentary form, of the differing capacities of municipalities to pay for public libraries. In the first years of allocation these grants afforded financially significant redress to poorer municipalities. The amounts provided today ($50,000 in the one grant, $18,000 in the other) are far too small to assist equalisation significantly and, just as importantly, the basis of allocation does not sufficiently distinguish real need: the simple difference of metropolitan and country is too crude.

7.17 The third grant, the Children's Library Grant of $10,000, had real meaning two decades ago when municipalities needed encouragement to add children's sections to adult services. Today, all Victorian public libraries have children's services and the grants provided to each municipality are minute in amount and meaningless in result.

TABLE IV

DIES AND GRANTS PROVIDED TO MUNICIPALITIES 1947-1970

	Children's Libraries Grant	Total Grants	Municipal Library Subsidy	State Government Contribution to Municipal Public Libraries (Total (1) to (5)	Municipal Library Subsidy (col.6) per head of population subsidised
	$	$	$	$	$
	(3)	(4)	(5)	(6)	(7)
	1,000	3,540	19,924	23,464	0.07
	1,000	13,933	54,404	68,337	0.11
	1,000	19,976	72,788	92,764	0.13
	2,000	29,000	94,844	123,844	0.14
	4,000	34,000	127,078	161,078	0.16
	8,000	35,500	154,870	190,370	0.16
	8,000	35,684	196,556	232,240	0.18
	10,000	44,000	226,666	270,666	0.19
	10,000	44,000	259,730	303,730	0.20
	10,000	44,000	321,208	365,208	0.22
	10,000	44,000	399,704	443,704	0.26
	10,000	44,000	454,436	498,436	0.27
	10,000	44,000	500,752	544,752	0.31
	10,000	64,000	550,000	614,000	0.32
	10,000	64,000	663,930	727,930	0.38
	10,000	64,000	778,744	842,744	0.40
	10,000	64,000	766,820	830,820	0.36
	10,000	62,000	788,126	850,126	0.37
	10,000	64,000	900,892	964,892	0.38
	10,000	74,000	1,047,873	1,121,873	0.41
	10,000	74,000	1,121,473	1,195,473	0.43
	10,000	74,000	1,197,501	1,271,501	0.43
	10,000	78,250	1,272,893	1,351,143	0.44

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TABLE IV

STATE AID - SUBSIDIES AND GRANTS PROVIDED TO MUNICIPALITIES 1947-1970

Year	Rural Establishment and Regional Development Grant $ (1)	Country Municipal Libraries Grant $ (2)	Children's Libraries Grant $ (3)	Total Grants $ (4)	Municipal Library Subsidy $ (5)	State Government Contribution to Municipal Public Libraries (Total (1) to (5)) $ (6)	Municipal Library Subsidy (col.6) per head of population subsidised $ (7)
1947/48	NIL	2,540	1,000	3,540	19,924	23,464	0.07
1948/49	10,000	2,933	1,000	13,933	54,404	68,337	0.11
1949/50	14,000	4,976	1,000	19,976	72,788	92,764	0.13
1950/51	20,000	7,000	2,000	29,000	94,844	123.844	0.14
1951/52	20,000	10,000	4,000	34,000	127,078	161,078	0.16
1952/53	15,500	12,000	8,000	35,500	154,870	190,370	0.16
1953/54	15,684	12,000	8,000	35,684	196,556	232,240	0.18
1954/55	20,000	12,000	10,000	44,000	226,666	270,666	0.19
1955/56	20,000	12,000	10,000	44,000	259,730	303,730	0.20
1956/57	20,000	14,000	10,000	44,000	321,208	365,208	0.22
1957/58	20,000	14,000	10,000	44,000	399,704	443,704	0.26
1958/59	20,000	14,000	10,000	44,000	454,436	498,436	0.27
1959/60	20,000	14,000	10,000	44,000	500,752	544,752	0.31
1960/61	40,000	14,000	10,000	64,000	550,000	614,000	0.32
1961/62	40,000	14,000	10,000	64,000	663,930	727,930	0.38
1962/63	40,000	14,000	10,000	64,000	778,744	842,744	0.40
1963/64	40,000	14,000	10,000	64,000	766,820	830,820	0.36
1964/65	38,000	14,000	10,000	62,000	788,126	850,126	0.37
1965/66	40,000	14,000	10,000	64,000	900,892	964,892	0.38
1966/67	50,000	14,000	10,000	74,000	1,047,873	1,121,873	0.41
1967/68	50,000	14,000	10,000	74,000	1,121,473	1,195,473	0.43
1968/69	50,000	14,000	10,000	74,000	1,197,501	1,271,501	0.43
1969/70	54,250	14,000	10,000	78,250	1,272,893	1,351,143	0.44

TABLE V

EFFECT OF CEILINGS IN CREATING IMBALANCE BETWEEN MUNICI
STATE SUBSIDIES 1947/1970

Year	Municipal Contributions to Public Libraries (non-capital)	State Government Contributions to Public Libraries	Municipal Councils' Contributions per head of Population Subsidised	Municipal Library Subsidy per head of Population Subsidised	
	$	$	$	$	
1947/48	32,750	23,464	0.11	0.07	
1948/49	54,404	68,337	0.11	0.11	
1949/50	72,788	92,764	0.13	0.13	
1950/51	94,844	123,844	0.14	0.14	
1951/52	127,078	161,078	0.16	0.16	
1952/53	154,870	190,370	0.16	0.16	
1953/54	194,556	232,240	0.17	0.18	
1954/55	232,426	270,666	0.20	0.19	
1955/56	266,410	303,730	0.20	0.20	
1956/57	407,548	365,208	0.28	0.22	
1957/58	420,318	443,704	0.27	0.26	
1958/59	479,106	498,436	0.29	0.27	
1959/60	518,486	544,752	0.32	0.31	
1960/61	615,678	614,000	0.36	0.32	
1961/62	694,298	727,930	0.40	0.38	
1962/63	866,808	842,744	0.45	0.40	
1963/64	927,324	830,820	0.44	0.36	
1964/65	944,712	850,126	0.44	0.37	
1965/66	1,194,420	964,892	0.51	0.38	
1966/67	1,425,437	1,121,873	0.55	0.41	
1967/68	1,754,685	1,195,473	0.67	0.43	
1968/69	2,271,741	1,271,501	0.82	0.43	
1969/70	2,583,982	1,351,143	0.89	0.44	

TABLE V

EFFECT OF CEILINGS IN CREATING IMBALANCE BETWEEN MUNICIPAL CONTRIBUTION AND STATE SUBSIDIES 1947/1970

Year	Municipal Contributions to Public Libraries (non-capital)	State Government Contributions to Public Libraries	Municipal Councils' Contributions per head of Population Subsidised	Municipal Library Subsidy per head of Population Subsidised	Total Expenditure on Public Libraries (non-capital)	Municipal Contributions as Percentage of Total	State Government Contribution as Percentage of Total
	$	$	$	$	$	$	$
1947/48	32,750	23,464	0.11	0.07	56,214	58.3%	41.7%
1948/49	54,404	68,337	0.11	0.11	122,741	44.3%	55.7%
1949/50	72,788	92,764	0.13	0.13	165,552	44.0%	56.0%
1950/51	94,844	123,844	0.14	0.14	218,688	43.4%	56.6%
1951/52	127,078	161,078	0.16	0.16	288,156	44.1%	55.9%
1952/53	154,870	190,370	0.16	0.16	345,240	44.9%	55.1%
1953/54	194,556	232,240	0.17	0.18	426,796	45.6%	54.4%
1954/55	232,426	270,666	0.20	0.19	503,132	46.2%	53.8%
1955/56	266,410	303,730	0.20	0.20	570,140	46.7%	53.3%
1956/57	407,548	365,208	0.28	0.22	772,756	52.7%	47.3%
1957/58	420,318	443,704	0.27	0.26	864,022	48.7%	51.4%
1958/59	479,106	498,436	0.29	0.27	977,542	49.0%	51.0%
1959/60	518,486	544,752	0.32	0.31	1,063,238	45.8%	54.2%
1960/61	615,678	614,000	0.36	0.32	1,229,678	50.1%	49.9%
1961/62	694,298	727,930	0.40	0.38	1,422,228	48.8%	51.2%
1962/63	866,808	842,744	0.45	0.40	1,709,552	50.7%	49.3%
1963/64	927,324	830,820	0.44	0.36	1,758,144	47.6%	52.4%
1964/65	944,712	850,126	0.44	0.37	1,794,838	52.6%	47.4%
1965/66	1,194,420	964,892	0.51	0.38	2,159,312	55.3%	44.7%
1966/67	1,425,437	1,121,873	0.55	0.41	2,547,310	56.0%	44.0%
1967/68	1,754,685	1,195,473	0.67	0.43	2,950,158	59.5%	40.5%
1968/69	2,271,741	1,271,501	0.82	0.43	3,543,242	64.1%	35.9%
1969/70	2,583,982	1,351,143	0.89	0.44	3,835,125	64.8%	35.2%

Requirements for an Efficient System

7.18 State aid should aim:

i) To encourage the establishment of new systems functioning at a standard justifying State expenditure.

ii) To provide recognition of the variations between established services in their respective
- financial strengths: the differing abilities of municipalities to pay;
- densities of populations and distances over which service has to be given.

iii) To foster quality of service. Qualitative measurement would include the economy and efficiency with which desired levels of service are achieved. In this context State aid is seen as inducing achievement and not as a sanction against under-achievement.

Defects of Present System

7.19 The present system fails in all these aims:

i) To encourage establishment of new services of adequate quality. Establishment grants (of 10¢ per capita) are made only to country municipalities. Councils are forced to meet initial costs of establishment out of current revenue (including subsidies) saved for two years and this, in the case of poorer and smaller councils, does not provide adequate stock or staff. Aid does not extend to capital costs.

ii) To recognise the variations in the need for State aid between already established services. The only concessions to the effect of population density are the slightly larger per capita subsidies to country municipalities and the two grants described in 7.16.

iii) To foster quality of service. All municipalities may apply for aid without meeting any requirements defined either by the Act or by a firm statement of Government policy. Although the Council requires applicants to give certain assurances of the

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ii) To recognise the variations in the need for State aid between already established services. The only concessions to the effect of population density are the slightly larger per capita subsidies to country municipalities and the two grants described in 7.16.

iii) To foster quality of service. All municipalities may apply for aid without meeting any requirements defined either by the Act or by a firm statement of Government policy. Although the Council requires applicants to give certain assurances of the standard of service offered, these have no legal standing, as distinct from traditional use.

7.20 To achieve the requirements set out in 7.18 above, the Council recommended the system outlined in 7.21 below. This is structured basically as the present system is - that is, it consists of a subsidy based on population, a regional grant, allocated by Library Council, and a capital grant. But the emphasis in the proposed system is more on regional grants, and it is assumed that these grants will continue to be apportioned by the Library Council.

7.21 The recommended system in outline is:

i) A per capita subsidy on local expenditure. Ceilings on this subsidy should be retained as a check on unregulated and uneven expenditure, but should be steadily raised to $1, with the expectation of further review in due time.

ii) A regional grant in three parts:

a) a basic equal grant to each region.

b) an amount to each region, to be allocated by the Library Council, having in mind the local peculiarities or problems

of the region - financial strength, density of population, distances over which service has to be given - and the need of the region for any special establishment or inducement grants.

Regional grants would eventually be made conditional on the presentation by local authorities of development plans, making specific reference to the developing aims of the service in terms of staff, stock and housing. This, rather than sanctions, will encourage improvements in service.

c) an amount to be expended by the Library Council on pilot projects or investigations.

The Library Council, in carrying out its function of leadership in library planning, should seek constantly for better and more economic ways of providing service. This third part of the grant would provide for research and development in the field.

By means of well-founded experiments, significant advances can be made in public library economy, particularly in the fields of such technical services as purchasing and processing, and in the best use of trained personnel. It is unlikely that municipalities alone could bear the expense of such badly needed pilot projects and, in any case, the responsibility lies with the Library Council.

Close estimating of the amount that will be needed for regional grants is not possible. The Council believes, however, that the grant should be raised to $250,000.

iii) A capital grant for approved developments. This should be available for new buildings, or for initial stock of a new service, on the recommendation of the Library Council.

For the last 5 successive years the Council has strongly recommended that government assistance be made available towards the capital cost of approved municipal library buildings. This would assist councils in the very considerable expenditure

of the region - financial strength, density of population, distances over which service has to be given - and the need of the region for any special establishment or inducement grants.

Regional grants would eventually be made conditional on the presentation by local authorities of development plans, making specific reference to the developing aims of the service in terms of staff, stock and housing. This, rather than sanctions, will encourage improvements in service.

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For the last 5 successive years the Council has strongly recommended that government assistance be made available towards the capital cost of approved municipal library buildings. This would assist councils in the very considerable expenditure involved in erecting new library buildings and stocking them with books. At present the cost of new buildings and their furniture is borne wholly by the councils themselves. Local Government has viewed this lack of support for capital library works as a deterrent to the establishment of modern library buildings, and for many years has been critical of the Government's failure to support capital library undertakings.

There are problems in estimating the amount needed for capital grants and in devising a basis of allocation. While it is known that $1.8 million was expended on public library buildings in 1968/69, this is of very limited relevance in assessing future expenditure. Further, it is necessary to devise a method which will avoid the problem of "queueing" which could result from a stringent quota system. New library buildings are much needed throughout Victoria, particularly for regional headquarters and workrooms, but also for central libraries and branches, and it is imperative that their early provision be not inhibited by waiting for State aid. The Council urges that grants for capital developments be administered by way of interest-free loans or grants towards annual loan repayments.

7.22 Two grants at present made to libraries, the Country Free Library Grant ($18,000) and the Children's Library Grant ($10,000), should be absorbed into the increased regional grants.

Federal Aid for Public Libraries

7.23 There are three arguments for State aid for local public libraries:

i) A good library service produces good citizens who benefit the community.

ii) An adequate library service can only be given from libraries in systems working across local boundaries.

iii) The funds available from local government sources are just not enough.

The same arguments apply to the case for Federal aid to public libraries:

i) Information is a national resource, and an informed citizenry is vital if Australia is to hold her place amongst the nations of the world. Libraries are the pipelines through which this national resource is carried.

ii) No State is any longer self-sufficient in library resources, inter-state lending is constant, and libraries are becoming increasingly dependent upon the National Library of Australia for leadership and resources.

iii) Even if State funds were fully extended, it is doubtful whether this would suffice for the financial demands of good public library service.

The remarkable success in public library development in the United States has been due very largely to the stimulation of Federal financial assistance for demonstrations, co-operative projects and special services.

Pressure for Federal aid in Australia is being maintained by A.A.C.O.B.S., the Library Association of Australia and the Australian Library Promotion Council.

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This pressure comes at a time when the Commonwealth is taking increasing responsibility for expenditure on education and social services.

The Library Council urges the State Government to impress on the Federal Government the need for Federal funds for public libraries.

SECTION 8

PUBLIC LIBRARY SERVICE IN THE CITY OF MELBOURNE

8.1 At present, the Melbourne City Council operates a library service with headquarters at North Melbourne and branches at North Melbourne, East Melbourne, Carlton and Flemington, and small deposits of books in 16 centres such as elderly citizens' clubs, schools, etc.

8.2 The major criticism of this service today remains that made by Sir John Jungwirth (see his Report, p.44) in 1964: "The Melbourne City Council does not have a library functioning in the central City area .... In this respect it compares poorly with the City of Sydney, and smaller cities such as Perth and Brisbane in Australia, and Auckland and Wellington in New Zealand...The fact that the State Library Lending Section is situated in the City area has tended to inhibit any proposals for the City Council to provide a lending service in the heart of the City. In the section of this Report dealing with the State Library, I have recommended that the Metropolitan Lending Service be discontinued. This will make it imperative for the Melbourne City Council to fulfil its responsibilities as a library authority by establishing a central lending library".

8.3 It is true that those who live within the City of Melbourne can be fairly well served by the libraries situated in the residential wards of the city. But Melbourne is more than a residential area: it is the financial and administrative heart of the State, and the activities of those who work there influence every aspect of life in the State. Arguments for the establishment of a public lending library in the central city area are based on the needs of those who use the city as their place of business, work, education and recreation.

8.4 There are two problems in having a strong central library in Melbourne:

i) the problem of finance;

ii) the problem of shared responsibilities with the State Library.

Finance

8.5 The vast majority of users of a central city library would not be Melbourne City residents, but government subsidy is based on an amount per head of the City's population. In 1969/70, this population, for subsidy purposes, is estimated at 76,200, yet the potential users of a central city library would be the estimated one and a half million people who travel daily to the City area. This imbalance between the subsidised population and the potential library population creates problems of planning and financing library service in this City.

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8.6 Means should be sought (i) to enlarge the present population base for subsidy purposes, and (ii) to provide special financial assistance over and above subsidy.

i) Population base. A partial solution to the problem would be provided by drawing on a larger municipal population to finance the establishment of a central city library. It is suggested that the central city library be a unit of the proposed Central Metropolitan Regional Library serving the Cities of Melbourne, Port Melbourne, South Melbourne, Collingwood, Richmond, Fitzroy, Prahran and St. Kilda. Such a Central Metropolitan Regional Library would serve a present population of 315,000.

ii) Special financial assistance. If the financial structure proposed in Section 7 can be implemented, the Library Council will be able to direct special help to the metropolitan region from the Regional Library Fund and from the Library Capital Grant fund. The financial support of the service would then be:

a) $1 for $1 subsidy in respect of the contributions to library service made by the constituent councils of the proposed Central Metropolitan Region.

b) An annual regional grant on the understanding that a central city library be established and operated.

c) An initial Library Establishment Grant towards expansion of regional headequarters facilities and the capital costs, including stocking, of a central city library.

Shared Responsibilities

8.7 It would be wasteful to attempt to establish under the City of Melbourne book collections to duplicate those of the State Library. It is true that there will be some necessary duplication, but the basic functions of the two libraries are different, and their collections should reflect this difference.

8.8 The library service of the City of Melbourne is, of course, the responsibility of that City, and it will certainly be planned to meet the civic and informational needs of the City and of the people who work in it. It is certain, therefore, that the collection will be strongly oriented towards finance, business and manufacturing. The great research collections of the State Library will be near at hand for supplementary use.

Implementation

8.9 The Town Hall and Properties Committee of the Melbourne City Council has asked that a Survey Report be made on the proposed Central Metropolitan Region, and such a Survey has just been initiated.

8.10 The Report will detail the legal basis and government of a Central Metropolitan Regional Library. It will show how such a service would be financed and administered. It will detail the service relationships between the proposed library and the State Library, and between it and other proposed regional libraries in the Melbourne area.

8.11 A significant section of the Report will deal with a central city library. The Report will estimate probable usage by borrowers for home lending and enquirers for quick reference service. It will pay particular attention to the requirements of a commercial reference service for city businesses and organisations and individuals. In this connection it will suggest which reference functions would best be met by the State Library and which can

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8.12 The Library Council believes that the establishment of a regional library service for the central Melbourne area is a first necessity for regional planning in the State.

SECTION 9

LIBRARIES OF STATE DEPARTMENTS AND INSTRUMENTALITIES

Present Services

9.1 Since 1958, when the Public Service Board adopted the policy of staffing the libraries of Departments and State Instrumentalities under its control by appointing staff from the State Library, 15 libraries have been set up, serving 12 Government Departments. The present staff establishment is 21. None of the services can be considered truly satisfactory.

Function

9.2 These libraries should function as special subject collections relating to the work of the Departments, and should provide, primarily, a library and information service to the officers of the authorities they serve. They should, however, be available to any citizen seeking information in the subjects they hold.

9.3 Department libraries should provide the State research collections in the main subject fields they cover. This should be taken into account when formulating an acquisition policy for the State Library. The special subject collections in Department libraries should be regarded as an integral part of the range of services offered through the State Library and through subsidised public libraries. Explicit inter-loan policies should be formulated to provide for this.

Plan

9.4 A comprehensive plan for the development and organisation of library services for State Departments and Instrumentalities will be articulated in 1970 and circulated for discussion with the Public Service Board, Permanent Heads and Heads of Departments.

9.5 This plan, while suggesting areas for the further establishment of services, and areas of co-ordination and consolidation of present services, will be concerned also with a clear exposition of Special Library Standards. These will include: (i) objectives of the Department Library, (ii) administration, (iii) staff, (iv) users, (v) collection, (vi) services, (vii) physical facilities, (viii) budget.

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SECTION 10

STAFFING NEEDS OF LIBRARIES

10.1 Four types of work are performed in libraries:

i) Professional, such as the planning of services, selection and organisation of collections, reference and information work and administration.

ii) Technical or semi-professional, such as simple bibliographical checking, the management of audio-visual materials, reprography and the supervision of routine operation.

iii) Clerical, including both clerical work of a general nature and clerical work peculiar to libraries, such as loan operations, the entry and routing of periodicals and preparation of the bookstock for use.

iv) Specialist, including a wide range of activities, such as general administration, display work, and work requiring specialised language or subject qualifications.

The employment of appropriately qualified staff for each type of work is essential for efficiency and economy.

10.2 At the present time the staffing of most municipal libraries, as well as of the State Library, is far from satisfactory. There is a serious shortage of professionally-qualified librarians, and those who are employed are not always employed to the best advantage; much time is lost to libraries through the employment of large numbers of trainees; library technicians, who could relieve the librarians of much semi-professional work, barely exist, and salary scales and recruitment practices are not calculated to improve the position. These deficiencies are dealt with in greater detail below.

Shortage of qualified Librarians

10.3 On the basis of the generally accepted standard that one-third of the staff members of a public library should be fully qualified, Victorian libraries are seriously deficient. In 1968, the staff in all municipal libraries comprised only 9.9 per cent qualified librarians as against 20.1 per cent partly qualified staff, and 70 per cent unqualified staff.

10.4 Between 1964 and 1968 the proportion of qualified chief librarians showed a gratifying increase (from 25 per cent to 42.2 per cent), due at least partly to increased regionalisation. The increase for library staffs as a whole was, however, much lower (rising only from 5 per cent to 9.9 per cent), and this increase was more or less counter-balanced by a decline in the proportion of partly-qualified staff (from 24.3 per cent to 20.1 per cent).

10.5 Relating staff to growth in population served, the ratio of qualified and partly qualified staff to population was higher in 1950 than in 1968 (1:11,045 and 1:11,242 respectively).

10.6 As might be expected, the shortage of qualified staff is marked outside the metropolitan area. In 1968, the country libraries in the State had only 5.3 per cent qualified staff, compared with 12.3 per cent in the city. And an analysis over some years shows that the position in the country has been deteriorating, whereas the position in the city has been improving to some degree.

10.7 There is an urgent need for more places for students in library

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10.7 There is an urgent need for more places for students in library schools. This is the responsibility of the Victoria Institute of Colleges with which the Library Council is pressing the matter.

10.8 The Council is also urging on municipal authorities the importance of allowing their staff to attend at least some professional lectures in their library's time without loss of pay.

10.9 From 1971 onwards the Council proposes to encourage summer sessions and seminars through the training section of the State Library and to devote especial attention to the problem of library training for staff members from country libraries.

10.10 It is most important that facilities for library education be increased to a point where staff can be recruited after they have completed their basic professional education. The employment of large numbers of trainees places a great strain on the library and results in inadequate service to the public.

10.11 The Council, therefore, recommends that the Government convert the present 12 State Library Scholarships into Cadetships comparable financially with those offered by the Commonwealth Government, and increase their number from 12 to 36.

Shortage of university graduates

10.12 In 1968 only about 5 per cent of municipal librarians held a university degree or comparable diploma.

The failure of municipal libraries to attract university graduates is probably due to :

i) A lack of promotional opportunities in the municipal field, especially prior to the present extensive regionalisation.

ii) The poor image of municipal libraries due to the obtrusive use of professional staff on routine work.

iii) The greater attraction of the more scholarly libraries for university graduates.

iv) The failure to set up separate graduate and non-graduate positions and salary scales for municipal librarians comparable with those in other types of library.

v) Inadequate recruitment among graduates.

10.13 Under the present circumstances, graduate employment is caught up in a vicious circle: municipal wage-fixing authorities will not recognise graduates in their awards until graduate employment is less exceptional, and graduates are unlikely to be employed in greater numbers until they are attracted to municipal libraries by appropriate positions and salary scales.

10.14 The increasing employment of graduates is necessary, partly because librarians can fulfil their role adequately only if they are among the better-educated members of the community, and partly because increased opportunities for higher education have greatly reduced the number of good matriculants available for employment.

10.15 One development which should lead to an increase in the number of municipal librarians with degrees or diplomas approved as equivalent for employment purposes is the new three-year course for the Associate Diploma in Librarianship at the Royal Melbourne Institute of Technology. This course is expected to be converted to a first degree course in the near future.

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10.16 The graduates from a three-year academic/professional course will not have as strong a preparation on the academic side as graduate librarians with an academic first degree and a postgraduate qualification in librarianship, but the availability of three-year graduates or diplomates in larger numbers should at least force recognition of degrees and diplomas in the municipal award.

Need for a University School of Librarianship

10.17 Notwithstanding the development at R.M.I.T. (see 10.15 above), and any further extensions under the V.I.C., there is a very great need to increase opportunities for professional education for persons who already have a first degree in an academic subject field, because:

i) The more senior library positions and many specialised positions demand a full academic preparation as well as professional qualifications.

ii) It is necessary that librarians should be encouraged to proceed to higher level studies in academic subject fields as well as in librarianship.

In many of the colleges of advanced education, including R.M.I.T., the humanities are offered only as support subjects for the technological disciplines. It is in the humanities that the greatest demand for higher level studies will occur, and it appears unlikely that librarians who complete the three-year R.M.I.T. Diploma will be able to proceed beyond first diploma level in humanities subjects in the foreseeable future.

iii) A failure to extend facilities for postgraduate study in librarianship will almost certainly lead to a decline in the standard period for basic professional education from four years to three years.

iv) As mentioned in 10.14 above, the number of good students available for recruitment at matriculation level is now very limited.

In this regard it should be noted that the present output of graduate librarians is very much smaller in Victoria than in New South Wales.

10.18 An increased output might be achieved by seeking increased facilities for postgraduate education at R.M.I.T., but the Library Council is convinced of the need to establish a postgraduate school of librarianship <u>in a Victorian university</u> because:

i) Library and information services can develop on sound lines only if they are firmly grounded in research - research in subjects such as bibliography, collection building and the dissemination of materials and information which are the special province of librarianship, and library-oriented research in other fields such as sociology, psychology, public administration, town planning, which are of great importance to librarianship.

It seems unlikely that the colleges of advanced education will provide adequate opportunities for research in the foreseeable future, and in any case they lack strong schools in many fields that are important to librarianship.

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ii) At least a proportion of librarians require a more theoretically-oriented professional education than is likely to be provided by the colleges of advanced education. This applies particularly to librarians who will make a career in research or teaching or will be engaged in developmental work.

iii) A university postgraduate school would almost certainly attract to librarianship more and better graduates than the post-graduate course at R.M.I.T. Good graduates are a necessity for the more senior general positions and for intensive work in particular subject fields. The Library of the University of Sydney now recruits mainly honours graduates to its professional staff, and its ability to do this is almost certainly due in some measure to the existence of a university postgraduate school in the State.

iv) In recruitment, librarianship is at a serious disadvantage in Victoria compared with education and social work, training for both of which is provided for in the universities.

10.19 Many universities in the United States, Canada, Great Britain and elsewhere maintain postgraduate schools of librarianship, with provision for the award of qualifications up to doctorate level. Among these universities

are such renowned institutions as the University of London, University of Chicago, Columbia University and the University of California.

10.20 The only university school in Australia is the postgraduate School of Librarianship at the University of New South Wales, which offers a post-graduate Diploma and Master's Degree. The other States benefit little from this School, as the vast majority of its graduate are employed in New South Wales.

10.21 The establishment of a university postgraduate school of librarianship should benefit the university concerned as well as the profession of librarian-ship, because the school could well assist other faculties by providing instruc-tion in such subjects as the bibliography of special subject fields, literature searching and information storage and retrieval.

10.22 This is a matter for the academic development of the universities concerned. The Library Council is carrying forward discussions with the authorities of Monash and La Trobe Universities.

Certificates of Competency and Certificates of Exemption

10.23 Apart from ensuring an increased supply of qualified librarians, it is important to ensure that subsidised municipalities employ qualified and competent librarians to administer their library services. At present, municipalities in applying for municipal library subsidy on the application form provided, undertake (Clause 4(e)) to ensure that their library services are supervised by a librarian qualified in accordance with the Library Council's requirements, and to appoint such other trained staff as is con-sidered necessary by the Library Council. Despite this undertaking, however, councils sometimes advertise for librarians without specifying acceptable qualifications, and occasionally employ unqualified librarians, even when qualified librarians are available.

10.24 It is accepted that there are a small number of experienced officers in charge of municipal libraries who are not fully qualified professionally, but who are competent in their present positions. It is further accepted that there are not at present sufficient qualified librarians available to staff municipal libraries.

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Certificates of Competency and Certificates of Exemption

10.23 Apart from ensuring an increased supply of qualified librarians, it is important to ensure that subsidised municipalities employ qualified and competent librarians to administer their library services. At present, municipalities in applying for municipal library subsidy on the application form provided, undertake (Clause 4(e)) to ensure that their library services are supervised by a librarian qualified in accordance with the Library Council's requirements, and to appoint such other trained staff as is considered necessary by the Library Council. Despite this undertaking, however, councils sometimes advertise for librarians without specifying acceptable qualifications, and occasionally employ unqualified librarians, even when qualified librarians are available.

10.24 It is accepted that there are a small number of experienced officers in charge of municipal libraries who are not fully qualified professionally, but who are competent in their present positions. It is further accepted that there are not at present sufficient qualified librarians available to staff municipal libraries.

10.25 What is needed to allow for the present shortage of qualified staff, and to ensure the employment of such staff in the future, is provision for the issue of Certificates of Competency and Certificates of Exemption similar to those issued in New South Wales.

10.26 The Library Act of New South Wales provides in Section 13(iii), "a Council should not be eligible for subsidy under this Section unless the library or library service so provided, controlled and managed is, in the opinion of the Board, reasonably capable of meeting the requirements of the persons resident in its area".

10.27 In order to give effect to this Clause, regulations have been made under Clause 15(ii.b)) and 15(ii.d.) of the New South Wales Act for the issue of Certificates of Competency and Certificates of Exemption.

10.28 Certificates of Competency are issued by the Library Board of New South Wales to librarians and library assistants who have appropriate qualifications. Generally, only a person holding a Certificate of Competency may be in charge of a library service.

10.29 Another regulation, however, provides that the Board may grant an exemption to a council from the requirement of this regulation in respect of the appointment of any person ... for a period of 12 months from the date of his appointment and may from time to time extend any such exemption.

10.30 The Library Council intends to seek to have regulations made to introduce a similar system of certification of staff employed in municipal libraries in Victoria and to make payment of municipal library subsidies conditional on the employment of staff satisfactory to the Library Council.

10.31 In applying a system of Certificates of Competency and Certificates of Exemption, consideration would necessarily be given to the problem of small service points where the employment of qualified staff is not warranted. The impossibility of staffing such service points both satisfactorily and economically points to the necessity of restricting branch development to units which are viable in terms of staffing as well as in terms of bookstock and overall facilities, whenever local conditions made this practicable.

10.32 The importance of regionalisation as a factor in satisfactory staffing cannot be over-emphasised. The larger units created by regionalisation are more attractive to qualified librarians, and they should be able to support not only a qualified chief librarian but qualified specialists in such fields as work with children, reference work and technical services.

Courses for Library Clerks and Library Technicians

10.33 The introduction by the Education Department of a two-year pilot course for library clerks and library technicians at Box Hill Girls' Technical School is a most heartening development and if, as planned, it is later extended to other areas, it should do a great deal to improve the staffing of libraries and especially to free professional staff from semi-professional and routine duties.

Recruitment

10.34 Good recruitment practices are an essential foundation for satisfactory staffing.

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Recruitment

10.34 Good recruitment practices are an essential foundation for satisfactory staffing.

10.35 At the present time, recruitment is carried out by the library schools, individual libraries and subordinate bodies of the L.A.A. located in Victoria, and is both spasmodic and unco-ordinated.

10.36 The need for some agency to take the lead in recruitment is obvious, and in the light of its responsibility for the general development of the library services in the State, the Library Council proposes to take this lead.

10.37 Special attention will be paid to the recruitment of university graduates and males, in view of the general shortage of both these categories.

Supplementary Education

10.38 If municipal library staffs are to realise their potential, the basic formal courses of professional and technical education must be supplemented by opportunities for formal study at an advanced level and by short courses, seminars and workshops.

10.39 The second year of the course proposed for the Box Hill Girls' Technical School (see 10.33 above) will allow the more able library clerks to qualify as technicians.

10.40 Professional staff need opportunities to pursue special interests and to broaden and deepen their knowledge through advanced course work and research. At the present time, the only institution in Australia offering facilities for advanced study and research in librarianship is the School of Librarianship at the University of New South Wales. It is most desirable that comparable facilities be developed in Victoria as soon as the facilities for basic education are firmly established.

10.41 In-service training, short courses, seminars and workshops are needed at various levels to enable librarians to keep up with new developments and exchange ideas with colleagues from other libraries. The Library Council's earlier decision to phase out the teaching of the Registration Syllabus in the Library Training School will free some staff time for activities of this nature.

10.42 Some of the larger municipal libraries already have organised programmes of in-service training, and once all the libraries in the State are organised into regional groups, this should be the usual practice.

SECTION 11

SPECIAL PROVISION FOR GROUPS WHO CANNOT USE NORMAL SERVICES

11.1 The Council is aware of the need to make special provision for groups of readers or potential readers who cannot use normal public library services.

11.2 These groups comprise:

i) Readers living at home who, because of chronic illness, old age, or remoteness from the library, are unable to visit the library and have no-one to collect books for them.

ii) Readers in institutions, such as hospitals, prisons, and children's homes.

iii) Readers in institutions or living at home who require special types of material, notably the blind, who require talking books and books in braille and other scripts for the blind.

11.3 The Council will make a survey of the needs of these readers and will then plan an administrative and financial structure to meet these needs.

SECTION 12

RECOMMENDATIONS

(in order of appearance in Master Plan)

1. That the Archives Section of the State Library be detached from the State Library to become the basis of the proposed Public Record Office. (ref. 4.9 and Appendix III).

2. That the Government establish a Committee of Inquiry consisting of representatives of Government and of the Library to make a feasibility study of the practicability of erecting a new building. (ref. 5.22).

3. That a substantial increase be made in the staffing vote of the State Library. (ref. 7.4).

4. That the present per capita municipal library subsidy be retained, but that ceilings be raised to $1.00 with the expectation of further review in due time. (ref. 7.21 (i)).

5. That the regional grants be raised from the present $78,000 (all-inclusive) to $250,000. (ref. 7.21(ii) (c)).

6. That capital grants for new buildings and for initial stock be given on the Council's recommendation. (ref. 7.21 (iii)).

7. That the Country Free Library Grant ($18,000) and the Children's Library Grant ($10,000) be absorbed into the regional grants. (ref. 7.22).

8. That the State Government impress on the Federal Government the need for Federal funds for public library services. (ref. 7.23).

9. That the Government convert the present 12 State Library scholarships into cadetships, comparable financially with those offered by the Commonwealth Government, and increase their number to 36. (ref. 10.11).

10. That the Government introduce by Regulation a system of Certificates of Competency and Certificates of Exemption similar to those issued in New South Wales. (ref. 10.23 ff).

11. That the Government by Regulation make payment of muncipal library subsidy conditional on the employment of staff satisfactory to the Library Council. (ref. 10.30).

LIBRARY COUNCIL OF VICTORIA

MINIMUM STANDARDS

FOR

PUBLIC LIBRARIES

'75

MELBOURNE, APRIL 1970

MINIMUM STANDARDS

FOR

THE PUBLIC LIBRARIES OF VICTORIA

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Melbourne

Library Council of Victoria

1970

THE STANDARDS COMMITTEE

Convener:	Mrs. M. Ingham Public Libraries Division
	Mrs. P. Bratulic Sunshine City Library
	Mrs. V. Horn Mordialloc Public Library
	Mr. R. Williams Peninsula Regional Library
Secretary:	Mr. L.C. Van Kalken State Library of Victoria
Ex officio:	Mr. K.A.R. Horn State Librarian
	Mr. Barrett Reid Executive Officer, Public Libraries Division

'77

MINIMUM STANDARDS FOR THE PUBLIC LIBRARIES OF VICTORIA

INTRODUCTION

The Purpose of these Standards

These Standards are intended as a guide for the evaluation of public library service in Victoria. They have been compiled for use by the Library Council of Victoria, local authorities responsible for public library service, local government administrators, librarians and members of the public who wish to measure the adequacy of their present service and to plan for its future improvement.

The Need for Standards

A "standard" is a specific criterion against which adequacy or quality can be tested or measured. Standards of public library service, formulated over as wide a field as possible and clearly stated, are the essential basis for judging the efficiency of any one library service.

A "standard" can never be as specific as an individual library would require; it can only be general in its application, and has to be interpreted by individual libraries with due regard for local considerations. Since the quality of service offered by a library depends not on one element but on the sum of several elements, the set of standards enumerated in this document is to be taken as a whole. A service which complies with one section of the standards but fails to comply with the other sections cannot be regarded as adequate.

All standards listed are minimum, and are the essential elements required to achieve a reasonable degree of adequacy.

The Functions and Objectives of Public Libraries

The Unesco Public Library Manifesto proclaims its belief in the public library as "a living force for popular education...and a practical demonstration of democracy's faith in universal education as a lifelong process."

As such, the public library should be:

"established and maintained under authority of law; supported wholly or mainly from public funds; open for free use on equal terms to all members of the community, regardless of occupation, creed, class or race.

"The complete public library should provide:

"books, pamphlets, magazines, newspapers, maps, pictures, films, music scores and recordings; guidance in their use.

"The public library should offer children, young people, men and women, opportunity and encouragement:

> "to educate themselves continually, to keep abreast of progress in all fields of knowledge,
> to maintain freedom of expression and a constructively critical attitude towards all public issues,
> to be better social and political citizens of their country and the world,
> to be more efficient in their day-to-day activities,
> to develop their creative capacities and powers of appreciation in arts and letters,
> to aid generally in the advancement of knowledge,
> to use their leisure time to promote personal happiness and social well-being."

The public library should be active and positive in its policy, and a dynamic part of community life. It should link its activities with the work of other libraries and other educational, cultural and social agencies.

PROVISION AND ADMINISTRATION

1. Public Library Service should be available to everyone without charge.

1.1 All municipal councils should provide such a service for their citizens, and every individual should have access to library service freely available in his local community.

1.2 A community library should be easily accessible to every user, connecting him with the total resources of his area, state and nation.

2. Administrative and financial responsibility for public library service should be shared by municipalities and the Government of Victoria.

2.1 The administration of State Government financial allocations to public libraries is a function of the Library Council of Victoria, which has a separate Division responsible to the State Librarian for advisory work with public libraries (Public Libraries Division).

2.2 The State Government should be responsible for the organisation of libraries into systems as part of a State-wide plan for efficient and adequate public library service to all citizens.

2.3 The State Government should provide a programme of services in support of public libraries in Victoria, including:-

a) The study, reivew and proposal of legislation to promote and support public library development.

b) The allocation and distribution of State Government subsidy to municipal authorities for public library serivce.

c) The promotion of public library service according to a State-wide plan.

d) The supervision and evaluation of the standard and effectiveness of existing public library systems.

e) The provision of expert advisory and consultant services to

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b) The allocation and distribution of State Government subsidy to municipal authorities for public library serivce.

c) The promotion of public library service according to a State-wide plan.

d) The supervision and evaluation of the standard and effectiveness of existing public library systems.

e) The provision of expert advisory and consultant services to municipal authorities and librarians in all matters concerning public library planning and operation.

f) The provision of some technical and bibliographic services to public libraries.

g) The collection and publication of statistics and other information pertaining to Victorian public libraries. (See also 14.2)

h) The provision of programmes of in-service training and continuing education of public library staff.

i) The improved development of Victorian public library resources by such means as subject specialisation in library materials, and co-operative storage of little-used materials.

j) The promotion of co-operation between all types of libraries in Victoria. (See also 12 and 13)

k) The promotion and co-operation with relevant library agencies, such as the Library Association of Australia, international and other national library bodies, the National Library of Australia, State Library Boards and the Australian Library Promotion Council.

3. <u>The public library should be an integral part of local government.</u>

3.1 Administration of public library services in accordance with the relevant legislation of the Government of Victoria, should be the responsibility, singly or jointly, of the municipal councils concerned.

3.2 Every public library service should be controlled by a library committee or other governing body, appointed for this purpose and officially delegated by the relevant local government bodies.

3.3 The Government of Victoria should provide legislation for the appointment of such library committees, and define their responsibilities, functions and tenure.

3.4 Regular reports on the operation and needs of the public library services should be submitted to, and considered by, the local municipalities concerned.

3.5 Regular reports on public library services and developments should be prepared and disseminated at large for the information of the public in each library area.

3.6 Effective public library service depends upon the co-operation of the municipal council, the library committee, and the library staff. Their joint and distinct functions and responsibilities should be defined for every library service, and in the case of regional service incorporated in a legal agreement between the municipalities. This document should have the approval of the Government of Victoria.

3.7 The library committee should select and appoint the Chief Librarian, who should serve as the chief administrator with full professional responsibility for personnel selection and management, the development and administration of programmes and services, and the selection of books and related materials, equipment and furnishings.

3.8 The Chief Librarian should ex-officio attend all meetings of the library committee.

3.9 In general terms, the library committee should formulate policy, the

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3.9 In general terms, the library committee should formulate policy: the librarian should advise on policy matters and administer the service in accordance with policy decisions.

3.10 The Government of Victoria should ensure that library regulations promulgated by local authorities are standard throughout the State.

4. Each public library service should adopt a statement of policy.

4.1 This document should include an outline of the aims and objectives of the service, relating particular local requirements to the general purposes and objectives of public library service.

4.2 The statement of policy should also:

a) Define and outline the duties and responsibilities of the Chief Librarian and other senior staff members.

b) Describe the employment policy, e.g. cadetships, in-service training provisions, attendance at meetings and conferences, and special leave and salary conditions. (See also 43.1, 45)

c) Incorporate a statement on freedom to read.

d) Include a selection policy for books and related materials, with provision for the distinct requirements of the adult and children's collections.

e) State the library's policies regarding provision of material and services for special groups within the community, and on co-operation with schools, hospitals, community organisations, other library services, etc.

f) State a policy regarding library publicity and public relations, including the responsibilities of the staff when making public statements.

5. No matter how small the unit of population, there is a basic level of public library service which should be provided.

5.1 The elements of an adequate public library service are:

Bookstock, including books acquired annually.
Staff.
Accommodation.

Details of these requirements are elaborated in other sections. (See 31, 40, 49)

6. A population of 35,000 is the minimum which can support an independent library service.

6.1 Economical provision of public library service is dependent on an adequate population unit to provide the financial resources.

6.2 The smaller the population unit, the higher the per capita expenditure needed to provide minimum service.

6.3 Total annual cost of public library service per head of population will increase as the population unit decreases, in roughly the following proportions: (based on 1969 calculations)

300,000 population	66
200,000 "	75
100,000 "	83

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200,000 "	75
100,000 "	83
60,000 "	91
35,000 "	100

7. Regional library services should be created to provide adequate population units.

7.1 The basis for the combination of local government areas is the regional plan drawn up by the Library Council of Victoria.

8. Service points in a region should be provided on the following basis:

over 5,000 population - full-time branch.
2,500 to 5,000 population - part-time branch.
up to 2,500 population - bookmobile service, or deposit station.

8.1 A full-time branch means a service point operated by qualified staff and open not less than 40 hours per week.

8.2 A part-time branch means a service point operated by staff employed by the library authority and open not less than 15 hours per week.

8.3 Where distances permit, bookmobiles are useful in providing service to isolated rural communities, but are only suitable for service in urban areas as an interim service until concentration of population will sustain full-time branch libraries.

8.4 Deposit station means a collection of books held in premises not exclusively used for library purposes. This type of service should be used only when no other form of service is possible.

8.5 Isolated families or units of population should be served from the central library either by regular exchanges of books by mail, or by other methods of distribution.

8.6 Persons unable to visit the library due to illness, disability or old age, such as inmates of hospitals and institutions, should be provided with a special service to suit their needs. (See 22)

9. A limited number of large branch libraries provides more effective library service than a proliferation of small branches.

9.1 A large branch library can provide a larger bookstock giving readers a wider selection of material.

9.2 More senior, better qualified and specialised staff can be economically employed to assist readers in the use of the branch collection and the full resources of the system.

10. All service points within a library system should be fully integrated to ensure a uniformly high level of service throughout the area.

10.1 Senior professional staff should supervise all service points by regular visits.

10.2 Exchanges of bookstock are necessary in smaller service points. (See 32.2)

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10.3 The reference and request services of the library system should operate effectively at all service points.

10.4 Registered members should be able to borrow books from and return them to any service point within the system.

11. Each service point should be open for as many hours as possible consistent with the needs of the public.

11.1 Wherever possible, the service point should be open for the same hours each day, avoiding arbitrary closing for such purposes as meal breaks.

11.2 At least 40% of the library's service hours should lie outside the normal working week of the population.

12. All public libraries should co-operate with other libraries.

12.1 No public library service can be self-sufficient in resources; but co-operation within an area between special, school, college, university, and public libraries will ensure that the whole population has ready access to all material available locally before appeals are made to other municipal or state, national or international centres.

12.2 The public library staff should meet periodically with staffs of other types of libraries in its area, in professional organisations, workshops and conferences to exchange ideas and establish joint programmes leading to expanded and improved services.

12.3 Public libraries should lend material to each other and to other kinds of libraries with as little restriction as possible.

13. Schemes of co-operative acquisition, storage and technical services approved by the Library Council of Victoria should be entered into.

13.1 The object of such activities as subject specialisation, inter-library loans and reciprocal borrowing is to enable the collective acquisition, preservation and organisation of materials beyond the resources or needs of individual library services.

Collections in the subject fields allocated should be built up by purchase and acquisition of discarded material from co-operating libraries, and such collections should be freely available for loan or consultation. This does not imply a neglect of responsibility to acquire material (although expensive) justified for inclusion in the library's general collection.

13.2 Acquisition, cataloguing and preparation of materials should be carried out by co-operatively administered centralised agencies where possible.

13.3 Information regarding holdings of materials should be made available through union card and/or book catalogues, and there should be communication between agencies as a regular routine.

14. The public library system should record, report and analyse essential information about its service.

14.1 Information regarding income, expenditure, resources, staffing, and the amounts and kinds of services provided, is required to assess the effectiveness of library service.

14.2 Reports should be made regularly to the municipal authorities belonging to the system.

15. Evaluation of library service is essential to the progress of public library systems.

15.1 Although each system should constantly evaluate the effectiveness of its libraries through its annual reporting, there should also be broader periodic evaluations, including recommendations for future development, made either by the library, or by the State Government agency.

SERVICES TO USERS

16. The public library should collect and organise books and related materials and make these available for use both at home and in the library.

16.1 The library should provide a logical arrangement of materials for convenient use through shelf arrangement, classification and cataloguing.

16.2 All materials should be available for use outside the library, except those used frequently for reference service, and rare and fragile items.

17. Conditions of loan should be adequate to allow readers to utilise the material borrowed.

17.1 The loan period should not be less than 14 days and special facilities should be available to readers requiring material for longer periods.

17.2 Arbitrary limitations on the number of items to be borrowed at any one time should be avoided where possible.

18. No charges should be made for the loan of library material for home use.

18.1 Fees or charges for reservations and lost, damaged or overdue books should be left to the discretion of each service.

19. Advisory services should be provided to assist readers in the selection of material.

19.1 Readers' advisory service by professional librarians should be provided at central libraries and in branches to help individuals and groups, adults and children, in the use of recreational and educational material. (See also 42.1)

19.2 The personal guidance provided by a readers' advisor should be supplemented by lists and displays of books and other materials, and advice on the use of books and libraries presented by means of radio, television and newspapers.

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20. The public library should provide a level of reference and information service adequate to answer the reference enquiries of the general public in relation to their day-to-day activities.

20.1 The library should provide a reference collection including not only works of ready reference, but also standard works, duplicated where necessary to augment the lending collection.

20.2 Bigliographies and indexes should support the book collection , and should guide readers to materials outside it.

21. The public library should provide materials and services for groups and organisations.

21.1 The library should have up-to-date information about organisations in the community, including personnel, purposes and activities.

21.2 The library should have a programme of service to the groups and organisations in its area. Service to these groups should include:

Advice on resources available from or through the library.

Provision of materials, films and other library materials related to group programmes.

Inviting groups to visit the library and become informed about its services.

Providing speakers on library topics.

22. The public library should serve individuals and groups with special needs.

22.1 Where the public library works with these individuals and groups, notably the under-privileged, it is toward the end of making the service equally available to all members of the community.

22.2 Individuals and groups requiring specific service include:

The economically, educationally and culturally disadvantaged.

The physically handicapped.

Patients and inmates of hospitals and other institutions.

Old people.

Newcomers with limited knowledge of the language and/or customs of the area.

Groups or individuals engaged in particular specialised programmes.

22.3 Service to these individuals and groups may be made available in the library or outside, performed as a library-sponsored service or in conjunction with other concerned agencies or organisations.

23. The public library should promote or sponsor relevant group activities. (See also 56)

23.1 When local demand requires, the public library should found or assist the founding of appropriate community organisations whose purposes are related to those of the library, e.g. Adult Education groups, local historical societies, film societies, etc.

Provision of materials, films and other library materials related to group programmes.

Inviting groups to visit the library and become informed about its services.

Providing speakers on library topics.

22. The public library should serve individuals and groups with special needs.

22.1 Where the public library works with these individuals and groups, notably the under-privileged, it is toward the end of making the service equally available to all members of the community.

22.2 Individuals and groups requiring specific service include:

The economically, educationally and culturally disadvantaged.

The physically handicapped.

Patients and inmates of hospitals and other institutions.

Old people.

Newcomers with limited knowledge of the language and/or customs of the area.

Groups or individuals engaged in particular specialised programmes.

22.3 Service to these individuals and groups may be made available in the library or outside, performed as a library-sponsored service or in conjunction with other concerned agencies or organisations.

23. The public library should promote or sponsor relevant group activities. (See also 56)

23.1 When local demand requires, the public library should found or assist the founding of appropriate community organisations whose purposes are related to those of the library, e.g. Adult Education groups, local historical societies, film societies, etc.

23.2 When there is no possibility of establishing these organisations, the public library should sponsor some of the activities normally undertaken by these groups, in addition to its regular activities. These activities include: story hours, film programmes, reading and book discussion groups, lectures and special subject programmes.

24. The public library should develop a programme of public relations and publicity.

24.1 The public library requires the support of its controlling authority and adequate funds and staff to develop an effective programme.

24.2 Good relations between the library and the community begin with the personal attitude of every member of the staff to the public.

24.3 Good relations are extended by a programme to promote understanding of the library's objectives amongst members of the controlling authority, the staff of the authority, community organisations and the public generally.

24.4 A continuous publicity programme should be planned to call attention to the public library's materials, services and activities.

24.5 There should be a brochure made available to members explaining the library's organisation and services. (See also 19.2 and 21.2).

25. The public library should promote the establishment and use of libraries, and in particular school and college libraries in its area.

26. Children's Libraries should be an integral part of the whole public library service, and the particular requirements of children should be considered in planning and provision. (See also 52.4(b))

26.1 Services for children should be provided with as few restrictions as possible.

a) There should be no minimum age limit. Parents should be given facilities to borrow books for very young children.

b) Provision should be made for children to make their transition to the adult section of the library at the appropriate time and without difficulty.

26.2 The Children's Librarian should be responsible to the Librarian for the administration and supervision of children's services.

27. Public and school libraries in any given area should plan and work together to provide complete service for children and young people.

27.1 Public library service and school library service complement one another. Both are necessary for the educational, social and cultural development of children and young people, and one cannot be a substitute for the other.

27.2 Officials of public and school libraries should define the particular functions and objectives of their libraries, and co-ordinate their work in order to provide complete library service for children, young people and adults.

27.3 Whilst both the children's library and the school library will inevitably, and necessarily, duplicate some material, the school library will in general be providing material related in a broad way to its teaching programme.

27.4 It is the public library's role in both child and adult departments to provide a wide range of material not directly related to any formal teaching programme.

BOOKS AND MATERIALS

Introduction

The public library exists to collect, organise and make available the books and related materials required by its users for their information, education and recreation. Its stock consists of books and related materials including periodicals, newspapers, pamphlets, pictures, maps, music scores, recordings (both disc and tape) and film in various forms. These materials are selected by professional staff in accordance with a previously defined policy.

In this section of the Standards, the terms "title" and "volume" are used.

> Titles are individual works (which may be in one or more volumes), and a library may have more than one copy of a title.
>
> Volumes are the books themselves in their physical sense.

The bookstock of a library consists of a number of titles, duplicated as necessary to make up the total number of volumes.

28. Every public library service should have a written statement of policy covering the selection and maintenance of its collection.

This statement should be approved and supported by the governing body.

29. The selection of books and materials is a professional task which must be carried out by professional librarians.

29.1 The librarian-in-charge of a service should allocate specific selection duties to other professional staff; in particular, the children's librarian should initially be responsible for the selection of children's materials. (See also 42.1)

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30. The stock of a public library service must be a balanced collection.

30.1 The stock must contain a wide range of material including standard works as well as new publications.

30.2 The stock should reflect the needs and interests of the community served, and should be maintained in appropriate proportions to meet this purpose.

30.3 Information on controversial topics should be provided, and should present different viewpoints.

31. The minimum bookstock of currently useful volumes to meet the range of demand on a public library service as as follows:

Population	Bookstock	Volumes to be Annually Acquired
35,000 (min.)	70,000 (min.)	8,750 (min.)
60,000	100,000	12,500
100,000	150,000	18,750
200,000	250,000	31,250
300,000	300,000	37,500

31.1 Of these bookstock totals, an approximate allocation would be as follows :

40%	Adult Non-Fiction	
20%	Adult Fiction	
10%	Picture Books and Beginning Books	)
15%	Junior Fiction	) 40% Children's Books
15%	Junior Non-Fiction	)

32. The minimum bookstock at service points should be according to the following scale:

Over 10,000 population, not less than 1 volume per head.

From 5,000 to 10,000 population, not less than $1\frac{1}{2}$ volumes per head.

From 2,500 to 5,000 population, not less than 2 volumes per head.

32.1 Bookstock at branch libraries and other service points should be adequate to meet the likely needs of the general reader and should include a selection of more advanced material to demonstrate the range and depth of the total collection of the system.

32.2 In service points serving less than 10,000 population, a proportion of the bookstock must be changed or rotated at frequent intervals.

33. The annual acquisition rate must be large enough to provide a reasonable selection of the annual publication output.

33.1 The bulk of printed material purchased by Australian public libraries is published in Australia, Great Britain and the U.S.A. The total output of these three countries in 1968 was about 33,000 new titles. Of these 33,000 titles more than two-thirds were adult non-fiction. It is from this approximate figure of more than 22,000 titles that Australian public libraries have to select to provide as wide a coverage of new information as possible. At present the lowest annual acquisition rate which will provide a reasonable selection of newly published materials and will maintain a collection of 70,000 volumes, is 8,750 volumes per annum.

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33.2 Of this total number of 8,750 volumes, annual additions should be not less than:

40% or 3,500 Adult Non-Fiction volumes.
20% or 1,750 Adult Fiction volumes.
40% or 3,500 Children's volumes.

Included in these figures are new editions of titles already in stock, and/or duplicate titles.

33.3 In a library with one service point, at least 10% of its total adult annual acquisitions should be replacements, and at least 5% of its total adult annual acquisitions should be duplicates. These percentages will be increased extensively according to the number of service points, and the nature of the public served.

33.4 When a basic collection of standard titles has been established in a children's library, annual purchases should contain no more than 30% of new titles; at least 70% should be replacements and duplicates of basic titles and standard works.

34. The collections of the public library should be inclusive and contain whatever forms of materials contribute to the purposes of the library.

34.1 Non-book materials should be an integral part of the collections, should be provided to the same degree and inclusiveness as books, and should be loaned under similar conditions.

34.2 Every public library should maintain a collection of periodicals.

a) The same basic standards of selection should be applied to periodicals as to books in adult and children's libraries.

b) A representative selection of periodicals should be available at every service point, according approximately to the following table:

Population	Number of Periodical and Newspaper Titles
Under 2,500	25 (min.)
2,500 - 5,000	25 - 50
5,000 - 10,000	50 - 100
10,000 - 25,000	100 - 150
25,000 - 50,000	150 - 200
50,000 - 100,000	200 - 300
100,000 - 200,000	300 - 400
200,000 - 300,000	400 - 500

(Note: Newspapers are included with periodicals, but serials, such as annuals and continuations, are not regarded as periodicals for the purpose of these Standards.)

c) Back files of selected periodicals should be maintained by every public library system for periods ranging from 5 to 10 years and longer.

d) Back files of newspapers of the area should be preserved and stored by the local library. Major metropolitan dailies are preserved by the State Library.

e) Policy for each public library system regarding the preservation, discarding, indexing and local and central storage of

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100,000 - 200,000	300 - 400
200,000 - 300,000	400 - 500

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c) Back files of selected periodicals should be maintained by every public library system for periods ranging from 5 to 10 years and longer.

d) Back files of newspapers of the area should be preserved and stored by the local library. Major metropolitan dailies are preserved by the State Library.

e) Policy for each public library system regarding the preservation, discarding, indexing and local and central storage of periodicals should be determined co-operatively with other public libraries and with the State Library. (See also 13)

f) Each public library system should be responsible for the preservation of periodicals within its subject specialisation allocation, and should index them selectively if they are not indexed by generally available periodical indexes.

g) The loan policy for periodicals should be the same as that for books, except in the case of some current issues which may be kept for consultation on the premises, and certain items kept on the premises for reference purposes only.

34.3 Pamphlet collections should be developed and maintained, and be subject to continual revision.

34.4 In addition the collection should include maps, charts, and other graphic materials.

34.5 Related audio-visual materials, including pictures, films, slides, film strips, music scores, recordings, audio and visual tapes and various forms of micro-reproduction properly constitute part of the collection.

35. To serve its purpose, open access bookstock must be maintained in an attractive physical condition, and must not contain obsolete material.

35.1 The whole collection should be surveyed and re-examined from time to time (approximately every 5 years) in order to maintain a stock of maximum quality and usefulness.

35.2 When material is removed from open access, libraries have an obligation to deal with it according to its potential use, as follows:

a) Allocate to reserve stack (where little-used material can be stored cheaply).

b) Offer to co-operative storage schemes. (See also 13).

c) Offer to other libraries directly or through a clearing centre.

d) Discard.

35.3 Library materials other than books should also be on open access to the public wherever possible.

36. A positive policy of binding and repair is needed to maintain bookstock in good physical condition.

36.1 Factors which create the need for binding are wear-and-tear due to use (both lending and reference), general ageing, and newspaper and periodical acquisition.

36.2 The purchase of books in bindings already reinforced for library use will decrease the annual number of books requiring re-binding.

36.3 It is necessary for a public library service to provide an annual sum to bind approximately 1 book per 100 books issued. This figure makes allowance for other than circulation use.

37. The arrangement of materials should combine orderly location and ease of access.

37.1 Special collections, whether temporary or permanent, that deviate from logical order should be kept to a minimum.

37.2 Every effort should be made to make the total collection available without restriction.

38. There should be public catalogues of the total collection at all service points within the library system.

38.1 Cataloguing and classification rules and procedures used should be those approved by the Library Council of Victoria.

38.2 There should be separate catalogues of the Adult Collection and of the Children's Collection.

S T A F F

Introduction

The public library system must have adequate and competent staff to render effective service. The library's function as an unbiased source of information for all people calls for personnel of competence and integrity. The selection and administration of qualified staff and conditions under which they work are basic considerations in an institution dedicated to public service.

The number of staff members in a public library should be sufficient to provide consistently efficient service at all hours when the library is open, and to perform the duties involved in assembling, organising and making available the materials provided by the library. The size of the staff should be based on the population and size of the area, the number of departments and branches, the amount of circulation, the reference service given and the hours of opening.

39. Library positions should be clearly defined and differentiated in terms of qualifications, duties and responsibilities.

39.1 Each public library should have a staff establishment in which positions should be distinguished as professional, sub-professional, and clerical and technical, and there should be an organisation chart.

40. One member of staff per 2,500 population is the minimum to provide reasonable service in a fully developed system.

40.1 As with bookstock, staff requirements will vary according to the population served. The smaller the population, the more staff per head will be required to give adequate service.

40.2 Staff excluded from the above ratio of 1:2,500 are caretakers, cleaners and other manual workers.

41. At least one-third of the staff of a public library should be librarians.

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41. At least one-third of the staff of a public library should be librarians.

(Note: A librarian is one who is an Associate of the Library Association of Australia, or who holds a qualification approved by the Library Council of Victoria.)

42. Professional duties in public libraries should be carried out by librarians.

42.1 Professional duties include responsibility for:

Administration
Book selection and acquisition
Cataloguing and classification
Reference service
Readers' advisory service
Extension services

(Note: For detailed analysis of professional and non-professional duties see: Library Association, Professional and non-professional duties in libraries, London 1962.)

42.2 All full time service points in a public library service should be in the charge of librarians.

42.3 The organisation chart should list various positions according to local needs. The following named positions are essential for all services of 35,000 population:

Chief Librarian
Deputy Librarian
Children's Librarian

43. Library authorities should provide good conditions of employment to attract and retain staff of high calibre.

43.1 There should be a written statement of conditions of employment for library staff to cover such matters as superannuation, annual leave, sick leave provision, accommodation and working conditions, and these should be in accordance with provisions of the Municipal Officers' (Victoria) Award.

43.2 Staff members should be protected against dismissal or demotion without adequate cause and a fair hearing.

44. Salaries should be fixed in relation to existing municipal awards.

These awards should be seen as providing minimum salaries only, for library positions.

45. Library authorities should support the initial and continuing training of librarians.

45.1 This may be achieved in such ways as:

a) Allowing time with pay to attend lectures and to sit for examinations.

b) Sending staff to full time schools.

c) Paying fees.

d) Creating library cadetships.

e) Sending staff to professional seminars, workshops and conferences.

f) Sending qualified staff to courses of extended training.

BUILDINGS

Introduction

This section deals with the accommodation requirements of users, books and materials, and staff in public library service. The principles and standards listed below apply to various levels of service: central units of library systems, libraries in local communities and bookmobiles.

The public library building should be a symbol of library service. It should attract the public to enter. It should both express the library's functions and house them efficiently, and it should create the environment which is most conducive to using and enjoying the library's resources.

46. Whether a new building is to be planned or an existing building is to be significantly altered, a planning team should be established before any preliminary plans are drawn.

46.1 The planning team should consist of:

a) An officer representing the Council or Library Authority.

b) The Chief Librarian of the service.

c) The architect.

d) A library buildings consultant provided by the Public Libraries Division.

Tp this basic planning team other specialist consultants may be added as planning progresses.

47. As a first step in building planning, the Chief Librarian should present a written programme stating purpose, scope and function of the library building.

47.1 This programme should emphasise future rather than immediate needs. It should detail the basic housing requirements of the library in respect of registered members, books and other library

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47. As a first step in building planning, the Chief Librarian should present a written programme stating purpose, scope and function of the library building.

47.1 This programme should emphasise future rather than immediate needs. It should detail the basic housing requirements of the library in respect of registered members, books and other library materials, and staff. It should outline the various areas required and their functional relationships, and should list and describe the desired furnishings and fittings. In its estimates the programme should allow for future growth and expansion of the service.

48. The library site should be as close as possible to the centre of greatest activity, business and social, of the community.

48.1 As the public library is intended to serve all the people of a community, its location is a vital factor. In no sense should it be withdrawn or sheltered from the everyday life of its constituency.

48.2 The following considerations are involved in choosing the site:

a) It should be as central as possible in respect of population density and proximity to public transport facilities, main local traffic routes, ease of pedestrian access, and schools. It should be an integral part of the main business and shopping area.

b) It should either be close to a public car park or be large enough to provide a car parking area.

c) It should be large enough, ideally, to take a single-storey building.

d) The shape of the site should be such as to allow economic site use, and provide capacity for future expansion.

e) The site front should permit building orientation with minimum sun exposure and with protection from prevailing winds. In Victoria such orientation is usually NNE.

f) The site should be level, or capable of being levelled at low cost, so that no steps to the library or the surrounds will be required.

49. <u>The size of public library buildings must be related to the population to be served.</u>

49.1 The following scale, based on experience gained throughout the world and adopted by the International Federation of Library Associations, is recommended for Victorian public libraries:

Population served	10 - 20,000	450 sq.ft.	per 1,000
" "	20 - 35,000	420 "	" " "
" "	35 - 65,000	375 "	" " "
" "	65 - 100,000	335 "	" " "
" "	over 100,000	300 "	" " "

(Note: For populations over 100,000, the size of the building may be less than 300 sq. ft. per 1,000 population, and should be established in relation to theffollowing variable factors:

a) The total population of the library system.
b) The total population of the area served.
c) The density of population of the area served.
d) Branch library provision.
e) Participation in co-operative processing schemes.
f) Storage arrangements for support stock.
g) The provision of administrative headquarters for the total library system.
h) The number of books and materials to be displayed on open access.

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g) The provision of administrative headquarters for the total library system.
h) The number of books and materials to be displayed on open access.
i) The number of staff within the building.)

50. <u>For branch libraries the formula contained in 49.1 should be applied to the population expected to be served by that branch</u>.

50.1 For branches serving less than 10,000 population, the formula 450 sq. ft. per 1,000 population served should be applied, but no branch library should be less than 1,500 sq. ft. in area.

51. <u>The library building should be designed for efficiency, functional flexibility and future expansion.</u>

51.1 The following related areas should be provided:

a) Entry and provision for storage of bags, etc.

b) Circulation control.

c) Adult lending.

d) Children's lending.

e) Reference and study.

f) Offices, workroom and book storage.

g) Staffrooms, washrooms, lockers and toilets.

h) Plantroom, equipment store and cleaner's area.

51.2 The several areas of the library which readers use most frequently (51.1(a)-(e) should be located for public convenience in functional relationship to each other to permit economical operation and ease of supervision.

51.3 Logical location for delivery, materials storage, cataloguing and preparation of library materials should be planned in functional proximity to each other and to the public areas.

51.4 Fixed load-bearing walls should be kept to a minimum and stairways, elevators, booklifts, plumbing, electrical and telephone installations, heating and air-conditioning ducts which penetrate the floors should be located, so far as possible, to provide flexibility in building utilisation and to allow building enlargement without excessive cost.

51.5 Exterior identification should be readily apparent and well lighted, and the interior should be well marked with signs in a uniform design.

51.6 Provision should be made to allow ease of access and use by the physically handicapped.

51.7 Building plans must comply with State and local zoning and building regulations, except for such reasonable variations as are legally approved.

52. <u>Interior finishes, furniture, fittings and mechanical equipment of appropriate and adequate quality and quantity should be provided in the building</u>.

52. The quality of lighting is more important than the intensity, and the intensity recommended is:-

f) Offices, workroom and book storage.

g) Staffrooms, washrooms, lockers and toilets.

h) Plantroom, equipment store and cleaner's area.

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a) 50 footcandles in areas of intensive consultation, e.g. reference, catalogue and study areas, offices, workroom and circulation control areas.

b) 30-35 footcandles for lounge areas, staffrooms, washrooms, lockers and toilets.

c) 10 footcandles for areas which are not in constant use, e.g. foyers and stacks. For stacks, footcandles should be measured on the vertical face of books on the lowest shelf.

d) The following light reflection factors are recommended:

Ceilings	85 per cent
Walls and partitions	60 per cent
Furniture and shelving	50 per cent
Floor coverings	30 per cent.

e) A master switch control system should be installed so that all lights in the building can be switched off from a single point close to the exit door.

52.2 Special attention should be given to control of exterior and interior sound by means which may include the positioning of the building on the site, building insulation, acoustical ceilings, sound-absorbent walls and partitions, and sound-absorbent floor coverings such as carpet.

52.3 Air-conditioning and humidity control for human comfort and protection of books and materials should be used where such controls are used in modern commercial buildings because of climatic conditions.

52.4 Furniture and fittings should be durable, easily maintained and in harmony with the architecture of the building. They should contribute to the efficiency of the library service and provide a comfortable, inviting environment :

a) $1\frac{1}{2}$ - 2 readers seats should be provided per 1,000 population served; excepting that for branches serving less than 10,000 population, 2-3 seats per 1,000 population served should be provided.

b) Maximum height of adult wall shelving should be 7' - 7'6".
Maximum height of children's wall shelving should be 5' - 5'6". (See also 26)
Maximum height of adult aisle shelving should be 4'6".
Maximum height of children's aisle shelving should be 3'6".

(Note: Further details of standards on furniture and fittings are available from the Public Libraries Division of the Library Council of Victoria.)

52.5 Fittings and equipment for storage and use of non-book materials, including audio-visual materials, should be provided.

53. <u>The headquarters of the service should be the administrative centre for all the branch libraries affiliated with it.</u>

53.1 Purchasing and processing of library materials will be housed, as far as possible, in a central workroom area. The size of this area

52.2 Special attention should be given to control of exterior and interior sound by means which may include the positioning of the building on the site, building insulation, acoustical ceilings, sound-absorbent walls and partitions, and sound-absorbent floor coverings such as carpet.

52.3 Air-conditioning and humidity control for human comfort and protection of books and materials should be used where such controls are used in modern commercial buildings because of climatic conditions.

52.4 Furniture and fittings should be durable, easily maintained and in harmony with the architecture of the building. They should contribute to the efficiency of the library service and provide a comfortable, inviting environment :

a) $1\frac{1}{2}$ - 2 readers seats should be provided per 1,000 population served; excepting that for branches serving less than 10,000 population, 2-3 seats per 1,000 population served should be provided.

b) Maximum height of adult wall shelving should be 7' - 7'6".
Maximum height of children's wall shelving should be 5' - 5'6". (See also 26)
Maximum height of adult aisle shelving should be 4'6".
Maximum height of children's aisle shelving should be 3'6".

(Note: Further details of standards on furniture and fittings are available from the Public Libraries Division of the Library Council of Victoria.)

52.5 Fittings and equipment for storage and use of non-book materials, including audio-visual materials, should be provided.

53. The headquarters of the service should be the administrative centre for all the branch libraries affiliated with it.

53.1 Purchasing and processing of library materials will be housed, as far as possible, in a central workroom area. The size of this area will depend on whether the system provides its own purchasing and processing or buys these services.

53.2 Circulation control should ensure rapid, accurate handling of transactions. The facilities should includ such machines and automated systems as will ensure efficient and economical procedures.

54. The central library of a system should provide a full range of library services.

54.1 Adequate space should be provided for:

a) Services to adults.

b) Services to children and young people.

c) Reference and readers' advisory services.

d) Display areas.

e) Private study for all age groups.

f) Casual reading areas.

g) A programme of extension activities.

h) Workrooms and staff quarters.

i) A directory plan in the entrance.

j) Accommodation connected to the workroom and book storage area for library vehicles, and where necessary, bookmobiles.

(Note: Detailed standards and specifications concerning bookmobiles are obtainable from the Public Libraries Division, Library Council of Victoria.)

55. Branch libraries should be located to ensure extensive use, and facilities provided in them should be not inferior to those of the central library.

56. An efficient programme of extension activities requires accommodation and equipment.

56.1 The area provided for this purpose should have:

a) Direct access from the exterior of the building through the main entry or by means of a separate entrance.

b) Access to public toilets, kitchen facilities, cloakroom, storage and cleaner's area.

c) A flat floor with stage or dais.

d) Means of partitioning into smaller areas for such use as story hours.

56.2 Necessary equipment includes:

a) Display screens and tables.

b) Record player, tape recorder, public address system, slide and film projectors and screen; and a range of audio-visual aids.

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LIBRARY COUNCIL OF VICTORIA

PROPOSED

LIBRARY REGIONS

115

MELBOURNE, APRIL 1970

Proposed Library Regions

A. Metropolitan

I. Size

The size of a regional library in the metropolitan area needs definition in relation to two factors:

a) Population. Adequate population is needed for two reasons: first, to ensure that sufficient use will be made of the library to justify the provision of a full range of facilities and, secondly, because the formula for State subsidy is directly related to population.

b) Valuation. The library area must have sufficient valuation to enable adequate revenue to be raised for library purposes.

II. Confluence of interests

Each regional library area should relate to traditional communities of interest. These may be geographical. They may arise from common factors in the nature of the population. There may be established affinities between municipalities. Existing regional libraries must be considered. Although they may cause problems because they do not always fit happily into an ideal scheme of regionalisation, they represent achievement in voluntary co-operation, and should not be changed without strong reason.

III. The suggested pattern

The proposed groupings take into account the existing regional libraries.

Each group comprises complete municipalities and its periphery is defined by municipal boundaries. These generally take account of natural boundaries, such as rivers, where these occur.

IV. Fringe areas

Difficulties may arise because some outer suburban municipalities may not have been declared as part of the metropolitan area, and at present are subsidised at a higher rate than municipalities. These may be overcome by:

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a) use of proper machinery to define them as metropolitan for library purposes,
and
b) provision of special regional library subsidies to offset any loss of income involved.

V. Comments on the regions

1. Central Metropolitan
The City of Melbourne and inner municipalities (Port Melbourne, South Melbourne, Collingwood, Richmond, Fitzroy), together with the cities of Prahran and St. Kilda, form a viable central unit.
Population: 315,000 Valuation: $100,383,706.

2. Kororoit
Comprises two older cities of limited potential (Footscray, Williamstown); a new city of limited area but good financial capacity (Altona); two rapidly-developing cities of large area (Keilor, Sunshine); and a large rural area which has been nominated as the site for a satellite city (Melton).
Population: 238,200. Valuation: $41,049,305.

3. Maribyrnong
Includes some settled cities (Brunswick, Coburg, Essendon); one of large size and great potential (Broadmeadows); and one open to rapid future development (Bulla). Includes one existing regional system (Essendon-Broadmeadows).
Population: 275,100. Valuation: $38,705,718.

4. Plenty
Shows a typical pattern of spreading from smaller settled cities (Northcote, Preston, Heidelberg) to semi-urban and rural areas with great development potential (Diamond Valley, Eltham, Whittlesea - which is the tentative site for a satellite city). Includes one existing regional system (Heidelberg Region).
Population: 282,800. Valuation: $40,199,997.

5. Yarra
Comprises settled suburbs (Camberwell, Box Hill) and rapidly-developing areas (Doncaster and Templestowe, Waverley). Land values high. Comprised entirely of two existing regional systems (Box Hill-Doncaster, Camberwell-Waverley).
Population: 276,900. Valuation: $51,033,938.

6. Kooyong
Comprises settled municipalities of limited potential development, but nevertheless showing population increases due to flat development. None of the five municipalities is large in terms of population, but all (Kew, Hawthorn, Malvern, Caulfield, Brighton) have good revenue bases. Includes one existing regional system (Caulfield-Malvern) with head-quarters at central point (Malvern).
Population: 238,700. Valuation: $53,320,158.

7. Bayside
A closely related area. Sizable population, but scope for considerable development. The largest city (Moorabbin) well placed in relation to the others (Oakleigh, Sandringham, Mordialloc).
Population: 228,000. Valuation: $42,102,963.

8. Maroondah
A very large area. Has two municipalities with sizable population (Nunawading, Knox). Three others are subject to rapid development (Ringwood, Croydon, Lilydale).
Population: 221,500. Valuation: $32,788,922.

9. Cardinia
The coastal cities have limited development potential (Chelsea, Frankston), but the rest of this area is already developing very quickly (Springvale, Dandenong, Berwick, Cranbourne). The three municipalities comprising the present Peninsula Regional Library Service should form part of this system, although they lie outside the metropolitan zone. These are: Flinders, Mornington, Hastings.
Population: 228,860. Valuation $42,449,170.

Proposed Library Regions - Metropolitan

- Statistics

Group	Municipality	Population	Total Population	Valuation	Total Valuation
				$	$
1	Melbourne	76,200		42,647,244	
	Port Melb.	12,600		4,451,589	
	Sth. Melb.	29,400		8,000,981	
	Collingwood	21,700	315,000	6,000,000	100,383,706
	Richmond	32,000		5,081,736	
	Fitzroy	26,900		4,770,781	
	Prahran	56,600		17,027,404	
	St. Kilda	59,600		12,403,971	
2	Altona	26,800		7,315,721	
	W'town	30,600		4,451,112	
	Footscray	59,100		10,264,743	
	Sunshine	71,600	238,200	11,552,532	41,049,305
	Keilor	47,000		6,257,738	
	Melton	3,100		1,207,459	
3	Essebdon	58,500		9,985,877	
	B'meadows	90,100		9,874,544	
	Brunswick	51,600	275,100	7,130,339	38,705,718
	Coburg	68,600		10,387,714	
	Bulla	6,300		1,327,244	
4	Northcote	57,100		8,334,566	
	Preston	92,300		12,436,178	
	Whittlesea	19,000	282,800	3,893,068	40,199,997
	Heidelberg	66,000		9,838,480	
	Diamond Vall.	27,000		3,012,705	
	Eltham	21,400		2,675,000	
5	Camberwell	100,200		20,815,403	
	Waverley	76,900	276,900	14,436,575	51,033,938
	Box Hill	55,400		8,116,347	
	Doncaster & T.	44,400		7,665,613	
6	Kew	32,900		6,884,248	
	Hawthorn	37,000		8,459,223	
	Caulfield	77,300	238,700	15,725,343	53,320,158
	Malvern	50,800		12,426,286	
	Brighton	40,700		9,827,058	
7	Oakleigh	54,700		8,629,715	
	Moorabbin	107,000	228,000	20,570,994	42,102,963
	Sandringham	36,800		7,843,322	
	Mordialloc	29,500		5,058,932	

Statistics - Cont'd.

Group	Municipality	Population	Total Population	Valuation	Total Valuation
8	Nunawading	80,400		11,586,925	
	Ringwood	30,900		3,658,924	
	Croydon	23,600	221,500	3,607,506	32,788,922
	Lilydale	27,000		4,930,903	
	Knox	41,600		6,163,402	
	Sherbrooke	18,100		2,841,262	
9	Springvale	45,700		6,662,911	
	Chelsea	25,600		3,067,103	
	Dandenong	34,300		5,144,205	
	Berwick	30,250		5,616,588	
	Cranbourne	13,810	228,860	3,128,306	42,449,170
	Frankston	46,700		8,207,599	
	Mornington	11,200		2,737,994	
	Flinders	13,500		6,294,597	
	Hastings	7,800		1,589,867	

Population figures: Commonwealth Bureau of Census and Statistics, June, 1968

Valuation (N.A.V.): Victorian Municipal Directory, 1968.

B. Non-Metropolitan

I. The same general considerations which affected the development of the proposed regional plan for the metropolitan area affect the planning of regional library areas outside the metropolis.

Regions in the metropolitan area are, broadly speaking, similar in population, area and (except for the Central Metropolitan region) ratable value. Similar equality between the country regions cannot be established because of insoluble problems of population and population density.

The Council has sought rather for the largest population units which could still be efficiently administered by one regional committee and its officers. Thus questions of distance from centres to service points were major considerations.

II. Comments on the regions

1. Bellarine

Centred on Geelong City; rapidly growing industrial and commercial area with population and valuation far greater than those of any other proposed region. In size, the smallest and very compact.
Population: 153,060. Valuation: $31,407,000.
Area: 789,536 acres.

2. West Gippsland

Centred in the high population belt of the La Trobe Valley (Warragul, Moe, Morwell, Traralgon) this area is growing and expanding. Includes satellite town of Churchill. Good transport exists between large towns and an integrated regional system could work well. Second largest population.
Population: 119,540. Valuation: $19,307,000.
Area: 2,315,107 acres.

3. Goulburn Valley

It is proposed that the existing Echuca Region (pop. 30,210) should be amalgamated with the existing Goulburn Valley Region to be truly viable. The large towns of Shepparton (pop. 18,250), Echuca (pop. 7,290), Benalla (pop. 8,230), Kyabram (pop. 4,850) would be strategic locations for large branch collections. Much of this large area is under irrigation, giving high valuation and a high density of population. Co-operation with N.S.W. by the inclusion of the Central Murray Region (Deniliquin) pop. 32,240 may also be achieved. This would make a combined total population of 141,500.
Population: 109,260. Valuation: $25,945,000.
Area: 4,035,558 acres. (Victorian figures only)

4. Central Highlands

The fourth largest population, centred on Ballarat (with a combined Ballarat population of approx. 60,000). Other surrounding municipalities, with the exception of Maryborough City (pop. 7,790) are small with limited potential. In size it is one of the smaller areas.
Population: 102,520. 121 Valuation: $17,126,000.
Area: 2,496,230 acres.

5. Bendigo

Centred on Bendigo (with a combined Bendigo population of approximately 50,000.) With the exception of Castlemaine City (pop. 7,080) and Kyneton Shire (pop. 5,980) most other municipalities have small scattered populations. Valuation of the area indicates that it is not as prosperous as might be thought.
Population: 93,410. Valuation: $15,158,000.
Area: 3,863,392.

6. Corangamite

Mainly comprised of well-established Western District towns on the Princes Highway, Colac (pop. 9,610), Camperdown (pop. 3,560), Terang (pop. 3,000) and Warrnambool (pop. 17,980). The area generally is prosperous, and valuation is high. In size, medium.
Population: 80,990. Valuation: $17,962,000.
Area: 3,242,669 acres.

7. Mallee

Comprises a vast area of over $8\frac{1}{2}$ million acres with a group population of only 69,100. Mildura City and Shire (combined population approximately 29,500) form an isolated group in far north. Co-operation with N.S.W. may be achieved by the addition of Wentworth Shire (pop. 6,500). Total combined population of 75,600 would provide a better basis for viable library service.
Population: 69,100. Valuation: $14,680,000.
Area: 8,512,991 acres. (Victorian figures only).

8. Upper Murray

Including N.S.W., by far the largest area, with over 9 million acres. Centred on Albury City (N.S.W.), the population and size of the Victorian and N.S.W. elements are comparable, although the population in N.S.W. (151,700) is scattered over a larger area (4,826,003 acres). Co-operation between the States exists in this area already, and further expansion is feasible and desirable. Valuation in Victoria is low for area.
Population: 66,524. Valuation: $11,181,000.
Area: 4,425,830 acres. (Victorian figures only).

9. Wimmera

Centred on Horsham City, the largest wholly Victorian region of nearly 9 million acres. Population 64,470 is scattered, and falls considerably below the median of approximately 100,000, although total valuation is high.
Population: 64,470. Valuation: $17,689,000.
Area: 8,816,250 acres.

10. East Gippsland

Centred on Bairnsdale Town, this is the third largest area of nearly 8 million acres. Terrain is mountainous and isolated. Population 57,500 is scattered and below median. Valuation of area is low. Because of these factors additional aid will be necessary.
Population: 57,500. Valuation: $10,647,000.
Area: 7,920,245 acres.

11. Glenelg

Centred on Hamilton with population of 55,779. Population, area and valuation fall below requirements of a viable system. Special aid will be necessary.
Population: 55,779. Valuation: $16,169,000.
Area: 4,749,428 acres.

12. Upper Goulburn

Comprising numerous small centres such as Yea, Alexandra, Mansfield, Healesville, Warburton, Seymour. There is no one natural town centre for this region. Small scattered population of 40,100 in hilly area beyond metropolitan fringes. In all aspects area is not viable. Special aid will be required to meet standards.
Population: 40,100. Valuation: $6,799,000.
Area: 3,040,000 acres.

Proposed Library Regions - Country
- Statistics

Group	Municipality	Population 30.6.1968	Group Population	Area in Acres 30.6.'68	Total Area	Valuation $	Group Valuation $
1	Bannockburn Shire	2,220		174,080		858,000	
	Barrabool Shire	3,110		146,560		1,952,000	
	Bellarine Shire	15,650		81,920		4,514,000	
	Corio Shire	38,160		172,800		8,578,000	
	Geelong City	18,190		3,322		4,302,000	
	Geelong West City	17,520		1,299		2,196,000	
	Newtown, Chilwell City	11,680		1,480		1,609,000	
	Queenscliffe Borough	2,870		2,099		646,000	
	Sth. Barwon Shire	23,460		40,856		3,828,000	
	Werribee Shire	20,200	153,060	165,120	789,536	2,924,000	31,407.000
2	Bass Shire	3,680		129,920		180,000	
	Buln Buln Shire	8,810		311,040		1,993,000	
	Korumburra Shire	7,310		151,680		1,481,000	
	Narracan Shire	9,030		570,880		1,659,000	
	Phillip Is. Shire	1,440		24,960		805,000	
	Sth. Gippsland Shire	5,520		353,920		1,514,000	
	Warragul Shire	10,100		87,040		2,187,000	
	Wonthaggi Borough	4,010		13,088		309,000	
	Woorayl Shire	9,080		307,840		2,398,000	
	Mirboo Shire	2,130		62,720		583,000	
	Morwell Shire	21,620		165,760		2,599,000	
	Moe City	16,690		5,286		1,626,000	
	Traralgon City	14,420		4,930		1,569,000	
	Traralgon Shire	1,280		115,390		404,000	
	Yallourn Town (Works Area)	4,240	119,540	8,653	2,313,107		19,307,000

Group	Municipality	Population 30.6.1968	Group Population	Area in Acres 30.6.'68	Total Area	Valuation $	Group Valuation $
3	Benalla City	8,230		4,335		821,000	
	Benalla Shire	3,740		573,777		1,757,000	
	Cobram Shire	5,350	With the addition of the Central Murray Region, NSW (Deniliquin) pop. 32,240 Total pop. of combined area 141,500	108,800		791,000	
	Euroa Shire	4,560		348,800		1,498,000	
	Goulburn Shire	1,850		254,720		535,000	
	Wathalia Shire	3,310		305,920		845,000	
	Numurkah Shire	6,310		178,560		1,223,000	
	Rodney Shire	12,150		254,080		2,886,000	
	Shepparton City	18,250		6,600		3,177,000	
	Shepparton Shire	6,310		228,516		2,394,000	
	Tungamah Shire	3,250		282,240		1,316,000	
	Violet Town Shire	1,210		231,040		574,000	
	Waranga Shire	4,530		408,320		1,142,000	
	Cohuna Shire	4,720	Murray Shire in above region already in with Echuca	122,880		1,055,000	
	Deakin Shire	5,780		237,440		1,600,000	
	Echuca City	7,290		5,018		782,000	
	Kyabram Borough	4,850		5,152	Vic. Only	825,000	
	Rochester Shire	7,570	109,260	479,360	4,035,558	2,724,000	25,945,000
4	Avoca Shire	2,130	277,760			660,000	
	Ballan Shire	2,330	227,200			343,000	
	Ballarat City	41,910	8,550			5,135,000	
	Ballarat Shire	12,670	117,760			2,093,000	
	Bungaree Shire	2,280	56,320			461,000	
	Buninyong Shire	4,940	192,000			1,011,000	
	Creswick Shire	3,530	136,320			850,000	
	Daylesford and Glenlyon Shires	4,390	150,573			594,000	
	Grenville Shire	1,690	208,640			924,000	
	Leigh Shire	1,390	242,560			938,000	
	Lexton Shire	1,360	202,880			392,000	
	Maryborough City	7,790					
	Ripon Shire	3,510					
	Sebastopol Borough	5,030					
	Talbot & Clunes Shires	1,490					
	Tullaroop Shire	1,260	102,520	157,440	2,496,230	438,000	17,126,000

Group	Municipality	Population 30.6.1968	Group Population	Area in Acres 30.6.'68	Total Area	Valuation $	Group Valuation $
5	Bendigo City	31,350		8,032		3,469,000	
	Bet Bet Shire	1,950		229,120		341,000	
	Castlemaine City	7,080		5,760		2,729,000	
	Charlton Shrie	2,500		290,560		738,000	
	East Loddon Shire	1,740		295,040		414,000	
	Eaglehawk Borough	5,290		3,584		326,000	
	Gisborne Shire	2,360		68,736		302,000	
	Gordon Shire	3,360		499,840		1,572,000	
	Huntly Shire	2,370		216,960		572,000	
	Korong Shire	3,640		589,440		953,000	
	Kyneton Shire	5,980		179,200		1,350,000	
	Maldon Shire	1,930		138,240		430,000	
	Maron Shire	6,650		368,000		1,147,000	
	Metcalfe Shire	2,150		145,920		486,000	
	McIvor Shire	1,880		357,120		405,000	
	Newnham and Woodend Shires	1,970		60,800		428,000	
	Romsey Shire	2,500		152,960		340,000	
	Strathfieldsaye Shire	6,940		152,960		881,000	
	Newstead Shire	1,770	93,410	101,120	3,863,392	275,000	15,158,000
6	Belfast Shire	1,850		128,000		559,000	
	Camperdown Town	3,560		3,591		524,000	
	Colac City	9,610		2,688		1,647,000	
	Colac Shire	6,920		360,320		1,365,000	
	Hampden Shire	8,740		647,040		2,175,000	
	Heytesbury Shire	8,280		367,360		2,241,000	
	Koroit Borough	1,400		5,696		114,000	
	Mortlake Shire	4,390		528,000		2,101,000	
	Otway Shire	3,910		477,632		492,000	
	Pt. Fairy Borough	2,590		5,683		370,000	
	Warrnambool City	17,980		7,091		2,428,000	
	Warrnambool Shire	7,540		392,320		2,311,000	
	Winchelsea Shire	4,220	80,990	317,248	3,242,669	1,635,000	17,962,000

Group	Municipality	Population 30.6.1968	Group Population	Area in Acres 30.6.'68	Total Area	Valuation $	Group Valuation $
7	Kerang Borough	4,240	Wentworth Shire NSW (pop.6500) to be added. Total combined pop. 75,600	5,650			
	Kerang Shire	5,260		589,440		2,419,000	
	Mildura City	13,120		5,408		1,924,000	
	Mildura Shire	16,120		2,605,440		2,858,000	
	Swan Hill City	7,730		3,373		1,508,000	
	Swan Hill Shire	13,190		1,619,200		3,233,000	
	Walpeup Shire	4,430		2,667,520	Vic.Only	621,000	
	Wycheproof Shire	4,800	69,100	1,016,960	8,512,991	1,537,000	14,680,000
8	Chiltern Shire	1,500	In conjunction with 8 NSW Municipalities centred on Albury - Upper Murray Region N.S.W. pop.51,700. Total combined pop. 118,224	122,944		185,000	
	Rutherglen Shire	2,530		131,200		569,000	
	Towong Shire	4,060		1,025,280		1,095,000	
	Upper Murray Shire	3,420		607,360		1,055,000	
	Wodonga Shire	11,284		85,760		1,777,000	
	Yackandandah Shire	3,050		274,560		871,000	
	Beechworth Shire	4,790		190,656		504,000	
	Bright Shire	4,630		733,440		660,000	
	Myrtleford Shire	4,480					
	Oxley Shire	4,370					
	Wangaratta City	15,640					
	Wangaratta Shire	1,880					
	Yarrawonga	3,890	66,524	155,520	Vic.Only 4,425,830	848,000	11,181,000
9	Arapiles Shire	2,140		491,520		1,192,000	

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9	Arapiles Shire	2,140		491,520		1,192,000	
	Dimboola Shire	5,890		1,215,360		981,000	
	Birchip Shire	1,940		362,880		1,020,000	
	Donald Shire	2,960		357,760		919,000	
	Dunmunkle Shire	3,930		382,080		1,276,000	
	Horsham City	10,900		5,939		1,574,000	
	Kaniva Shire	2,370		762,240		1,228,000	
	Karkarooc Shire	4,260		919,040		1,104,000	
	Kowree Shire	5,370		1,331,200		1,764,000	
	Lowan Shire	3,830		663,040		1,302,000	
	Warracknabeal Shire	4,720		454,400		1,473,000	
	Wimmera Shire	3,470		645,760		1,116,000	
	Stawell Town	5,980		5,952		651,000	
	Stawell Shire	2,360		646,240		776,000	
	St.Arnaud Town	2,990		6,279		331,000	
	Kara Kara Shire	1,360	64,470	566,560	8,816,250	982,000	17,689,000

Group	Municipality	Population 30.6.1968	Group Population	Area in Acres 30.6.'68	Total Area	Valuation $	Group Valuation $
10	Alberton Shire	5,830		461,440		1,482,000	
	Avon Shire	3,160		624,962		582,000	
	Bairnsdale Town	8,290		6,720		2,745,000	
	Bairnsdale Shire	3,460		562,880			
	Omeo Shire	2,020		1,428,480		424,000	
	Orbost Shire	6,650		2,368,000		898,000	
	Rosedale Shire	4,980		562,560		1,011,000	
	Sale City	9,000		6,321		1,011,000	
	Tambo Shire	5,610	57,500	867,840	7,920,243	916,000	10,647,000
11	Dundas Shire	3,920		856,064		2,621,000	
	Glenelg Shire	5,840		885,120		1,227,000	
	Hamilton City	10,160		5,351		1,026,000	
	Minhamite Shire	2,800		337,280		1,428,000	
	Portland Town	7,190		8,428		1,149,000	
	Portland Shire	6,550		990,550		1,149,000	
	Wannon Shire	4,040		488,576		1,552,000	
	Mt. Rouse	3,040		350,720		1,670,000	
	Ararat City	7,579		4,710		705,000	
	Ararat Shire	4,660	55,779	903,629	4,749,428	3,642,000	16,169,000
12	Alexandra Shire	4,460		470,400		1,008,000	
	Broadford Shire	1,960		142,400		326,000	
	Healesville Shire	6,590		222,720		1,012,000	
	Kilmore Shire	2,750		125,760		686,000	
	Mansfield Shire	4,280		965,120		755,000	
	Pyalong Shire	460		149,120		269,000	
	Seymour Shire	11,540		234,656		1,193,000	
	Upper Yarra Shire	5,440		391,680		847,000	
	Yea Shire	2,620	40,100	338,144	3,040,000	703,000	6,799,000

LIBRARY COUNCIL OF VICTORIA

REPORT OF THE PUBLIC RECORDS ADVISORY COMMITTEE

130

MELBOURNE, APRIL 1970

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REPORT OF THE PUBLIC RECORDS ADVISORY COMMITTEE

Presented to: His Honour, Mr. Justice J.E. Starke, President, and Members of the Library Council of Victoria.

The Public Records Advisory Committee has the honour to present its Report.

SECTION 1

TERMS OF REFERENCE, MEMBERSHIP OF COMMITTEE, STUDIES UNDERTAKEN

Terms of Reference

1.1 The Board of Inquiry into Library Services in Victoria (1963) recommended that an "Advisory Public Records Sub-committee" be set up, as it considered that "the Victorian Library Authority should not be required to make policy decisions concerning public records, as policy should be laid down in legislation governing public records and departmental instructions regarding access to records".

In May 1967, the Senior Archivist made a request to the State Librarian that an advisory committee be appointed.

On the recommendation of the State Librarian, the Committee was set up by the Library Council of Victoria (Library Council Minute 0296, 25 October 1967) to advise on the archival needs of the State.

1.2 Membership of the Committee is as follows: four public servants appointed by ministerial action as nominees of the following departments - Premier's (Mr. L.V. Carver, Deputy Secretary), Treasury (Mr. M.A.R. Synott, Executive Officer), Education (Mr. W.B. Russell, Assistant Director-General of Education, seconded abroad and

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Studies undertaken

1.3 In the course of its inquiries, the Committee held 11 meetings. It studied archival developments and public records legislation in Australia and abroad, the reports of appropriate Boards and Commissions of Inquiry, which led to this legislation and the writings of outstanding archival authorities. A list of legislation, documents and authorities studied in whole or in part is to be found in Appendix I (page 17).

1.4 Particular attention was given to:

i) criteria and procedures for reducing the mass of records in the interests of administrative efficiency and for preserving the vital core;

ii) the role of the modern Public Record Office in these processes;

iii) the relationship of the Public Record Office to government, and its status within the government structure;

iv) the question of access to records.

SECTION 2

MODERN ARCHIVES THEORY AND PRACTICE

2.1 Archival principles and practice have a long and honourable history dating from Roman and Byzantine times. The administrative records of governments have normally been preserved in specialised archival institutions for the past 600 years. The first nation-wide organic archival organisation was created in France in the 18th century, and consisted of the whole extent of the existing repositories of older materials and of the newer record-producing public agencies.

2.2 By the early 19th century the basic principle was established that public records should be grouped according to the administrative units that created them ("respect des fonds") and that records within a single "fonds" or group should be maintained in the order of their creation, and with the "marks" received in the course of official activity.

2.3 The further principle that all records whether kept in government

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2.3 The further principle that all records whether kept in government offices or transferred to archival institutions constitute a totality is accepted and applied in major countries such as the United Kingdom, the United States, Russia and France, and in many smaller countries (see Appendix II, page 19 . All these governments give authority to their archives administrations to examine records still in the custody of government agencies, and to advise on how they should be organised and maintained.

2.4 Not all the records created in the course of government activity are worth permanent preservation. It is important, therefore, for them to be sorted into those which should be preserved indefinitely and those which may be destroyed immediately or within a short time. The decisions taken are incorporated in a disposal schedule.

2.5 In preparing a disposal schedule, all kinds of agency records are listed, examined and assessed, records creators and users consulted and decisions reached on each class of record. New kinds of records created after a disposal schedule comes into operation are added to the schedule on creation and given their "sentence" at that time.

2.6 The process of selecting records for preservation is assisted if the records have been created in classes which lend themselves to ready sorting into appropriate categories.

2.7 The subsequent usefulness of records preserved in an archival institution is determined by the way the records were created, maintained in current use and selected. Furthermore, the principles and practices evolved for their subsequent care in the institution relate specifically to the conditions under which they were created, selected and received.

2.8 In the 19th century an archivist was regarded as a custodian of records which were preserved merely for the use of historians when their administrative usefulness was ended.

2.9 Given the modern understanding of a unity of records in their creation, selection and preservation, the function of the archivist has become more wide-ranging. He is now a records manager and a consultant on questions of record making and record keeping, as well as a trustee of the written monuments of the past, present and future.

2.10 To his basic concern with the creation, management and preservation of records, the modern archivist adds the production of finding aids, i.e. inventories or descriptions of the content of the different groups and of their possible historical significance.

2.11 The wide range of his work involves him in close relations with public officials, and he needs to have an intimate knowledge of government administration as well as of the records it produces.

2.12 In countries whose public records programmes are best developed, the public record authority occupies a central and prominent place in the structure of government, and its powers and functions are established in legislation.

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SECTION 3

THE PRESENT SITUATION IN VICTORIA - A BRIEF HISTORY OF THE VICTORIAN STATE ARCHIVES

Victorian State Archives 1893-1955

3.1 From 1893, when the office books of the Melbourne Agency of the Derwent Bank were deposited in the Public Library, until 1910 there was only a desultory collection of source material in Victoria. In 1910 the preservation of State documents was seriously considered when the Premier received a deputation from the Royal Historical Society of Victoria. In 1917 a Royal Commission on the Public Service called attention to the "great space occupied in storage rooms of the Public Offices by obsolete documents", and advocated a clearance. Nothing happened until 1919 when a deputation to the Chief Secretary from the Trustees of the Public Library and the Historical Society of Victoria sought to arrange for certain records to be handed over to the

Trustees, "pending the establishment of a Public Record Office". Even then, with the exception of the Chief Secretary's documents 1836-70, no large transfers were made.

3.2 In 1927 a Board of Inquiry into methods in the Public Service drew attention to the difficulty of locating files wanted by departments, and the space occupied in the storage of correspondence and records. It recommended a Conference of Chief Clerks to "formulate uniform methods of registration, records and correspondence", (in other words an embryonic records management programme), but this did not take place. In 1928, as a result of agitation against destruction of records, a Premier's Instruction was issued that no records should be destroyed without first being offered to the Trustees of the Public Library "for inclusion in their Archives Department". This Instruction was repeated in 1940, 1943 and 1949. As a result, accessions were received of documents from Ports and Harbours, Crown Law, Penal and Lands Departments.

3.3 Indiscriminate war-time pulping of public records led to a request to the Chief Secretary in 1941 by the History School of the University of Melbourne, the Royal Historical Society of Victoria and the Library Trustees, for the appointment of a full-time archivist. Although in July 1941 the Chief Secretary suggested that a team of trained archivists was necessary to tackle the problem, no appointment eventuated till 1948, when the first archivist was appointed. In 1955 an Archives Section of the State Library was created consisting of one senior archivist and three archivists.

3.4 Although the then Public Library had, by 1955, acquired 9,650 feet of records, this represented an infinitesimal portion of the entire output that should have been preserved. The records were a mixture of important and ephemeral and sometimes duplicated material. No selection procedures or archival techniques of processing had been adopted. A "dumping" mentality was prevalent in departments, and the Library space was neither sufficient nor suitable to house the records.

3.5 No adequate policy had emanated from Government or the Library on the selection and preservation of public records. The 1928 Premier's Instruction that no records should be destroyed without reference to the

Trustees, pending the establishment of a Public Record Office. Even then, with the exception of the Chief Secretary's documents 1836-70, no large transfers were made.

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3.5 No adequate policy had emanated from Government or the Library on the selection and preservation of public records. The 1928 Premier's Instruction that no records should be destroyed without reference to the Library, although positive, was not effective: destruction did occur subsequently, and no positive "selection" procedures were adopted.

3.6 No effective consideration had been given in Victoria to whether the Library was the proper centre of archival activity, though there had been references to the problem in other Australian publications.

Victorian State Archives 1955-1970

3.7 From its inception in 1955, the Archives Section has adopted a positive service role with departments rather than a passive one. Modern archival principles of selection (disposal scheduling) and processing, records management procedures as distinct from library techniques and methodology, have been adopted. Government departments have come to realise and welcome the practical service role of a public record office as part of a government administration with subsequent economy in storage space and ease in retrieval of information and documents, together with the prospect of improved records management procedures.

3.8 The Board of Inquiry into Library Services in Victoria recognised in 1964 that the work of the Archives Section was based on sound theory and

rights of the State or other public organisation, either because they

practice, and recommended that henceforth the Government's policy concerning public records should be laid down in legislation. The Board said that the Archives Section should be separated from the State Library and become a Division responsible to the State Librarian and thence to the Library Council. At the same time it recognised that "with the growth of the State and the consequent increase in government departmental activity, the rate of creation of public records will increase. Eventually the public records may grow to such dimensions that a separate public records authority may be justified".

3.9 The main activities of the Archives Section are now:

i) the introduction in 1957 of selection procedures (disposal and retention schedules) in central government, statutory and local government bodies;

ii) the regular and orderly transfer of public records to Archives, and their archival processing for use;

iii) a regular records return service to government agencies on a loan basis;

iv) an information and research service to both government and the public.

3.10 Disposal schedules have been completed and are in operation in central government (Public Service Board, Apprenticeship Commission, Public Works), statutory bodies (Railways, Country Roads Board) and local government (Brighton and Wangaratta Councils). They are in preparation in Premier's Chief Secretary's, Treasury, Education, Police and Law Departments, State Rivers and Water Supply Commission, Gas and Fuel Corporation, and Echuca, Yea and Eltham Councils.

3.11 Educational programmes are now undertaken in the local government and central government areas, using the Wangaratta and Brighton disposal schedules as prototypes. There have been two series each of six seminars under the joint auspices of the Archives Section and the Local Government Department, one in 1967 and the other in 1969/70. Papers given at these seminars have been published.

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3.12 The research and writing programme of the Section includes the publication of departmental histories (to be the basis of a history of Victorian Government administration and the working tool of archival selection and processing of records), and the writing of inventories, finding aids, etc.

3.13 As a result of the positive programme of the Section, the size of the whole operation has increased dramatically from 1955 till 1969. The records themselves have increased from 9,650 linear feet stored in two areas to 35,000 linear feet stored in four areas. The annual number of enquiries has grown from 300 to 5,178. Annual regular visits of inspection and selection have grown from nil to 424.

3.14 The imminent revolution in microphotography and computerisation, with the involvement of the Archives Section in both these fields, has widened the work of the Section.

3.15 The Public Service Board has shown its acceptance of the benefits of a public record programme by:

i) the recognition of archivists as a professional group, distinct and separate from librarians;

ii) the provision of training courses in records management and archival procedures in 1963, 1964, 1965, etc.

3.16 The programme of the Archives Section is now well established. It still lacks a legislative framework. In 1961, the then Chief Librarian, Mr. McCallum, suggested that the Senior Archivist should draft legislation covering the State archives. The Senior Archivist wrote a "Survey of recent legislation in the U.K., U.S.A. and the Australian States". After study of this paper it was agreed that legislation should be delayed in view of the suspected weaknesses in legislation in other States of Australia. Further, in view of progressive overseas legislation on the relationship of the archival authority with agency heads, it was thought desirable to develop further the practical working relationship between the Archives Section and the government departments before legislation was prepared.

3.17 This growth in size, scope and complexity has created problems which are explored in the next Section.

SECTION 4

PRESENT PROBLEMS OF THE ARCHIVES SECTION

4.1 The status of the present Archives Section within the framework of the Victorian Government administration is too low for it to carry out the "direct contact with the authorities creating public records" which the Jungwirth Report considered vital. It is difficult for an archivist to confer on equal terms with agency heads on policy concerning public records when he is only the head of a library sub-section. Further, there is often reluctance to transfer departmental records by "giving

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4.2 Records management has its own methodology, the practice of which is easier when the archival agency is a direct part of central government administration.

4.3 Misconceptions exist as to:

i) the role of a modern Public Record Office;

ii) the nature of public records, e.g. the concept of archives as old or dead records to be placed in a museum, and lack of appreciation of the "organic" nature of public records and the basic principle of "provenance";

iii) the profession of the archivist who is regarded only as a custodian of old or dead records.

The dissipation of these misconceptions is an extra task for the Archives Section involving widespread promotion of techniques for managing the public records.

4.4 The central problem facing the Archives Section is the huge backlog of public records needing to be assembled by the Section and the prevention of further backlogs. The enormous backlog of records accumulated in government agencies needs to be surveyed, evaluated, repaired and transferred, and in some cases re-sorted to its original order. The prevention of the growth of a further backlog by disposal scheduling is essential, and these schedules have to be applied to the existing backlog in public agencies. Similar action has also to be taken with material in the Archives which has been indiscriminately collected prior to 1955.

4.5 Legislation is vital to the solution of the existing problems of the Archives Section. The Jungwirth Report states "if the archives is to carry out its functions effectively it must have authority based on legislation".

4.6 The lack of staff is serious. Salaries and establishments of archivists should be such as to permit the recruiting of staff to receive specialised in-service training.

4.7 Since the Archives-Department relationship is crucial to the quality of the records and records management procedures, special records management officers of high status in the departments are absolutely necessary.

4.8 Specially designed archival storage is needed for economy, efficiency, and the preservation of vital records from pollution and disasters.

SECTION 5

FUTURE DEVELOPMENT

4.4 The central problem facing the Archives Section is the huge backlog of public records needing to be assembled by the Section and the prevention of further backlogs. The enormous backlog of records accumulated in government agencies needs to be surveyed, evaluated, repaired and transferred, and in some cases re-sorted to its original order. The prevention of the growth of a further backlog by disposal scheduling is essential, and these schedules have to be applied to the existing backlog in public agencies. Similar action has also to be taken with material in the Archives which has been indiscriminately collected prior to 1955.

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SECTION 5

FUTURE DEVELOPMENT

5.1 The Committee recognises that while the Jungwirth Inquiry recommended that the Archives Section should for the present be a Division of the Library Council of Victoria, it visualised an archives authority eventually existing in its own right when the size of the Division warranted it. In the opinion of the Committee, the size, scope and complexity of the work of the Section now call for the establishment of a separate Public Record Office.

5.2 The Committee recommends, therefore, that, in the immediate future, the Archives Section should be developed into a branch of a central Department and should be called the Public Record Office, with a legislative basis as indicated in 6.9 - 6.12.

5.3 In other countries record management programmes have been most successful under archival institutions directly under the control of central government administration.

5.4 The Report of the (Australian) National Library Inquiry Committee of 1956/57 recommended that the Archives Division of the National Library should become a separate agency of government and be established in an

appropriate department (subsequently the Prime Minister's Department). It stated that "archival service is a central element in the government machinery for the management of records", "that the weight of evidence ... is in favour of separating archives from libraries" and that "we do not attach much weight to the argument that library control of archives would bring with it to a greater extent than is likely with separate control, the advantage, for research students, of close proximity of library and archival material. In our view they should be in separate buildings anyway".

5.5 It is administratively inappropriate to place records of all departments both current and old in a section of a division of a branch of a department, as it is necessary to provide an impartial and equal service to all other departments and public bodies on a government wide basis.

5.6 The need for further development of effective records selection procedures is of cardinal importance, and it is essential that existing records management systems should be developed to a position where all public records are subject to inventory control, and to a stage where the creation and use of public records is in accordance with joint evaluation programmes reached by archives and State agencies.

5.7 A continuing educational programme is needed for imparting records management principles to government agencies through disposal scheduling, training courses through the Public Service Board and the production of manuals.

5.8 Appropriate in-service training programmes should be established.

5.9 The Public Record Office should undertake a publication programme including administrative histories, selected public records and finding aids.

5.10 Specialised archival buildings and equipment should be planned and developed.

5.11 Further recommendations on the functions and working of the proposed Authority are contained in Section 6.

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SECTION 6

PUBLIC RECORDS LEGISLATION

6.1 The Committee having considered the evolution and present stage of the development of the Archives Section, the programme it has in hand and the task ahead if the official documentary heritage of Victoria is to be preserved, having examined the methods by which these problems have been solved elsewhere and having recommended the establishment of a separate public record authority called the Public Record Office (see 5.2), now recommends that legislation be enacted to provide a statutory basis for the Public Record Office and for its responsibilities and those of agencies of the State in relation to public records. The Committee considers that the establishment of such legislation would be welcomed by government administration as a whole.

6.2 Legislation should cover the following:

i) Definition of public records, etc.

ii) The Public Record Office, its functions, status and Officer-in-Charge.

iii) Advisory Council.

iv) Creation, selection and preservation of public records.

v) Access to public records.

vi) Alienation of public records.

vii) Other minor matters such as legal validity, authenticated copies, power to destroy valueless records, regulations.

Definition of Public Records

6.3 The Committee considers it advisable at the outset to define "public records". A "record" is generally associated with paper, but the importance of a record is not so much the paper but the information on it. In other words, the data is more important than the medium or vehicle that carries it, which may vary from the clay and skin of early ages to the paper, film, tape etc. of the twentieth century, a list to which technological advances of the future may add. The crucial aspect of the definition of a record is embodied in a phrase from British legislation: "conveying information by any means whatsoever".

6.4 As a general rule "public" records are those accumulated by a body dependent on the State or its administrative subdivisions as the direct result of its official activities. Public records include also papers and documents accumulated ex officio by anybody exercising a function or a commission in the name of a State or of a public organisation.

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6.5 The Committee recommends the following definitions:

i) "Public records comprise all written or printed books, papers, letters, documents, maps and plans and all motion pictures, photographs, sound recordings and other records conveying information by any means whatsoever, made or received in pursuance of State law or in connection with the transaction of public business by an agency of the State".

ii) "Agencies of the State comprise all judicial and administrative officials, officers, offices, departments, boards, commissions, committees, institutions and other instrumentalities of the State as a whole and of all its municipalities and other local government authorities. Any description of an agency of the State by reference to which a class of records is framed extends to any agency of the State which has ceased to exist, whether before or after the passing of this Act".

iii) "Public Offices and Public Officers comprise, respectively, the offices and officers of the State and of all agencies of the State".

6.6 The public records and every one of the elements they are made of, whatever their date are, in fact, part and parcel of the property and

rights of the State or other public organisation, either because they constitute a permanent evidence of activities, or because they ensure the protection of the rights and interests of individuals.

6.7 The Committee considers that the public records of all agencies of the State are subject to control by the State, and recommends that this should be made clear in legislation.

6.8 The Committee recommends that, to resolve possible doubtful cases, provision be made for new classes of records to be brought within the definition of public records, and for classes of records already within the definition to be excluded. It is suggested that the inclusion or exclusion of such classes of records should be by Order-in-Council.

The Public Record Office and Its Functions

6.9 As stated in 6.1, the Council recommends that the functions and responsibilities of the Public Record Office should be set out in legislation.

6.10 In agreement with the British policy and practice as embodied in the 1958 Public Record Act, the Committee considers that "the primary function of the Public Record Office as a place of deposit for public records is to receive from all government departments and courts of the Crown and hold for official use those of their records that must be permanently kept for official purposes. It thus fills in relation to other departments the role of a 'common service' department. Its further function is to hold and make available for general use those records of the same organisations which contain information likely to be permanently valuable as evidence of private rights or for historical or other research". (A Guide for Departmental Record Officers. (Revised 1962) Public Record Office, United Kingdom).

6.11 These functions involve three main activities:

i) establishing standards for the creation, maintenance, selection and transfer of records for preservation, and assisting agencies to apply the standards to their records;

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6.11 These functions involve three main activities:

i) establishing standards for the creation, maintenance, selection and transfer of records for preservation, and assisting agencies to apply the standards to their records;

ii) ensuring the safety of the records transferred;

iii) ensuring the availability of the records, e.g. logical and orderly classification, adequate lists and indexes, production of documents for official use or for the public, issue of copies for legal purposes, and a publications programme.

6.12 The Committee has given some thought to the position of a Public Record Office within the framework of government. The Committee considers that ultimately the Public Record Office and the Officer-in-Charge of it should be directly responsible to a Minister, this being the British practice. Initially, however, the Committee considers that the Public Record Office should be a branch of a department so that it may gain further administrative experience. The Committee recommends that it be given a central position in the government structure in order to deal effectively with, and provide an impartial and equal service to, all departments or public bodies on a government-wide basis. The views of archivists of international standing on this question are quoted in Appendix III (page 22).

The Officer-in-Charge of Public Record Office

6.13 The Committee recommends that the Officer-in-Charge of the Public Record Office should be a person with suitable qualifications and extensive archival experience, and should be given an appropriate title, e.g. Keeper of the Public Records, or State Archivist, or other significant designation.

6.14 The Committee was impressed with the British selection policies under which the function of supervising and co-ordinating the selection and transfer of records for preservation devolves on the Keeper of the Public Records. The Committee recommends that the Officer-in-Charge of the Public Record Office should be required to establish standards for the selection and retention of public records of continuing value, and to advise and assist State agencies in applying such standards to records created by them, and to take all practicable steps for the preservation of the records under his charge. He should have power to take all such action as appears to him necessary or expedient for maintaining the utility of the Public Record Office.

Advisory Council

6.15 The Committee considers that there will be at all times a great need of co-operation between the Public Record Office and record-producing agencies, each having to understand the responsibilities and duties of the other. It recommends therefore that an Advisory Council be appointed to advise the Officer-in-Charge of the Public Record Office. Such an Advisory Council would enable a number of different departments and government bodies to come in direct touch with the Public Record Office.

6.16 The Committee considers that the Advisory Council, of about ten in number, should consist predominantly of heads of the main ministerial departments or their deputies, with representatives from statutory and local government bodies and a representative of the Victorian universities, and the State Librarian. The Advisory Council should be empowered to co-opt members temporarily or permanently.

Creation, Selection and Preservation

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Creation, Selection and Preservation of Public Records

6.17 If a record is to be worth preserving permanently, it should be as full and accurate a record as possible. The Committee recommends that legislation should require agencies of the State to make and keep records which would provide a full and accurate knowledge of their activities.

6.18 Legislation should also require public officials to protect these records from damage, mutilation, defacement or removal from legal custody, and to recover public records out of custody.

The Disposal Schedule

6.19 A most important element in records management is the segregation of the permanently valuable from the ephemeral. The accepted modern method of selection is a disposal schedule. This is produced as a joint effort by the government agency and the archivist.

6.20 The Committee recommends that there should be a legislative basis for disposal scheduling, and that it be made the joint responsibility of the agency and the Public Record Office.

6.21 The Committee recommends that agencies be required to carry out a programme of records management designed to promote the maintenance and security of those records which ought to be permanently preserved and to facilitate the disposal of those records of temporary value. Agencies should each select a competent officer, subject to the provisions of the Public Service Act or similar legislation, to carry out such a programme with the advice and assistance of the Officer-in-Charge of the Public Record Office. The Grigg Report, in recommending the appointment of a departmental record officer in each department for this purpose, and stipulating that he should be a capable officer of sufficient status, stated: "It is the keystone of all our proposals in this section of the Report (i.e. Selection of Records)". The Committee shares the view that this officer should have sufficient status and authority within the agency to carry out his functions effectively.

6.22 The disposal schedule is the statutory authority for the destruction of records in the agency or for their transfer to the Public Record Office. It is desirable to have an express prohibition against removal, destruction, sale, export of records except with proper authority, e.g. that of the Officer-in-Charge of the Public Record Office or of the Governor in Council, and except where such action is in the course of a public officer's duties.

Access to Public Records

6.23 The main function of a Public Record Office is to serve the needs of government in the selection and preservation of its vital records, and to meet its "intelligence" needs from those records. Its secondary function is to serve the needs of scholarship and the general public.

6.24 At present, access to or availability of records is governed by departmental instructions issued at the time of transfer of records to archives on a form issued by the Archives Section. The form lists the main classes of users of public records, and the department indicates what classes of the records being transferred are available on open access. This practice the Jungwirth Report endorsed, stating that "policy should be laid down in departmental instructions regarding access to records. Instructions vary considerably, however, from one department or

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6.25 In view of the fact that records in the Public Record Office have been selected and preserved in order that they may be of use to both government and public, and also because there is a growing interest in Victorian history, the Committee recommends that records transferred to the Public Record Office should be, in general, accessible to the public, with the proviso that the Minister concerned may prescribe a period of five years from the date of transfer to archives during which access by the public to specified records may be withheld, and that he may prescribe further periods of not more than five years at a time, provided always that the reasons for extending the period be made public.

Alienation and Recovery of Public Records

6.26 Despite proper measures of protection and supervision, public records are liable to fall into unauthorised hands especially where no legislation has previously existed. The question arises as to how these records are to be restored to the creating agency or to a Public Record Office.

6.27 The United Kingdom Public Record Act 1958 makes no reference to this problem, but legislation in the United States of America provides for recovery through the Attorney-General. New Zealand legislation provides for recovery on demand in writing by the Chief Archivist. There are also similar provisions in library legislation in Queensland and Tasmania, and in archives legislation in Tasmania.

6.28 On inquiry, the Committee has found that legislation in other States of Australia has proved difficult to enforce.

6.29 The Committee, while it accepts the position that public records ought to be "inalienable and imprescriptible", and that they are "part and parcel of the property and rights of the State", considers that cases are rare of deliberate theft of public records for gain and with the knowledge that the records are "public records". More often such records pass from hand to hand for a price in general ignorance of their character as public records. Acquisition or possession in such cases could reasonably be "bona fide".

6.30 The Committee considers that a requirement of unconditional surrender of a "public record" in such cases would be harsh, and therefore proposes a distinction between records improperly or illegally removed from lawful custody in full knowledge of the impropriety or illegality by both "remover" and "receiver", and records acquired in good faith.

6.31 In the case of records improperly or illegally removed, recovery is possible under common law.

6.32 In the case of records out of custody "bona fide", the Committee suggests that legislation should empower the Public Record Office to call for the surrender of the record; if the "public record" character of the record is disputed, to apply to an appropriate Court for a declaration that it is a public record; to pay compensation on surrender if sought by the possessor, and on proof of purchase price; or in the last resort to waive surrender of the record, but require its production in order that it may be copied, the copy being retained and the original returned.

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6.33 The Committee recommends that in all cases there should be power to immobilise a record which is out of lawful custody, pending proper decision, and that therefore the unauthorised sale, transfer, destruction or export of public records should be prohibited.

Other Aspects of Public Records

6.34 The Committee recommends that legislation for public records should cover the following additional matters:

i) Legal validity. The legal status and validity of public records should not be affected by their transfer from the creating agency to the Public Record Office.

ii) Authenticated copies. Public records in the custody of the Public Record Office should not leave the custody of that office except in the course of the official business of the office or for return to the creating agency for its own official purposes. There should be provision for copies of public records certified as authentic copies of the original to be admissible as evidence in legal proceedings.

Power to Destroy Valueless Records in the Public Record Office

6.35 Since the archives hold groups of records transferred by agencies "en bloc" prior to the establishment of selection or disposal scheduling procedures, and since records may often be transferred for reasons of urgency without selection, some material of ephemeral or temporary value may be included, and should be discarded. Again re-evaluation of disposal schedules after a lapse of time and duplication of information elsewhere in other record groups may indicate that some records in the archives are not worthy of preservation. The Public Record Office should have power, after consultation with the head of the creating agency, to destroy such records or transfer them to other interested parties, e.g. learned bodies such as the universities, historical societies, etc., who may wish to have them.

Publications

6.36 The Public Record Office should be empowered to undertake a publications programme, and specifically to publish selected public records.

Regulations

6.37 The legislation should provide for the making of regulations for the general purposes of the Act, and the Committee considers that the particular matters listed hereunder could be made the subject of regulations:

i) conditions under which access to and the inspection of records in the Public Record Office may be allowed;

ii) conditions under which records on open access may be copied or reproduced;

iii) power to withhold a record on open access, owing to its historical value or physical condition, and to substitute an authenticated copy;

iv) fees to be charged by the Public Record Office for the making and supplying of copies and for other services which may be provided.

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SECTION 7

CONCLUSIONS AND SUMMARY OF RECOMMENDATIONS

7.1 The wide extension of the field of government business in the twentieth century, and technological advances in the machinery for creating records have increased enormously the number of public records created each year. Few of these records will need to be preserved, but their very number greatly complicates the process of deciding which should be preserved and which destroyed. The present arrangements in Victoria for selecting, storing and making available public records have proved inadequate for modern conditions. On the one hand, useless material has been unnecessarily retained, on the other, valuable and vital records have either been destroyed or are unnecessarily retained in departments, often in poor storage conditions, when they could have been transferred to a Public Record Office long ago and made available for study and reference.

7.2 The Committee has therefore made recommendations for changing the present constitutional position of the Archives Section, creating a Public Record Office in the British tradition which will ultimately be responsible to a Minister, and for improving the procedures by which records are selected for preservation. The Committee's proposals should not necessitate an increase in overall government expenditure, as there will be large economies in storage space over the entire government area by selective procedures for disposal of records, and a great contribution towards efficiency in records creation, improved record flow work-flow and speedier retrieval of records in both the general administrative and Public Record Office areas. The extra cost, if any, will certainly be much less than the amount which it will become necessary to spend in future years if the position is allowed to deteriorate further.

7.3 The needs of current administration in departments and agencies would naturally be given priority over the arrangements to be made for the preservation of their records, but at the same time departments and public officers have an obligation to bear in mind that the preservation of government records is a recognised object of public policy. Agency heads should co-operate with archivists to understand the objectives and procedures of records management. This can best be fostered by an Advisory Council mainly departmental in character.

7.4 The Committee believes that the adoption of its recommendations should ensure that there is a steady flow of records from all departments and agencies to the Public Record Office, and that (with the exception of any which it is necessary to treat as restricted documents for a further period of years) these will be available for public inspection. The advantages of these arrangements will be felt by departments and agencies, the Public Record Office and, not least, by historians and other users of the public records. Departments and agencies will have storage space regularly released, the Public Record Office will be able to plan in advance the provision of accommodation, and historians and other users of the records will obtain a regular flow of new material.

7.5 The Committee believes that it will be possible for these advantages to be enjoyed only through the adoption of the selection procedures which are outlined in this Report. Users of the public records should be aware

7.2 The Committee has therefore made recommendations for changing the present constitutional position of the Archives Section, creating a Public Record Office in the British tradition which will ultimately be responsible to a Minister, and for improving the procedures by which records are selected for preservation. The Committee's proposals should not necessitate an increase in overall government expenditure, as there will be large economies in storage space over the entire government area by selective procedures for disposal of records, and a great contribution towards efficiency in records creation, improved record flow, work-flow and speedier retrieval of records in both the general administrative and Public Record Office areas. The extra cost, if any, will certainly be much less than the amount which it will become necessary to spend in future years if the position is allowed to deteriorate further.

7.3 The needs of current administration in departments and agencies would naturally be given priority over the arrangements to be made for the preservation of their records, but at the same time departments and public officers have an obligation to bear in mind that the preservation of government records is a recognised object of public policy. Agency heads should co-operate with archivists to understand the objectives and procedures of records management. This can best be fostered by an Advisory Council mainly departmental in character.

7.4 The Committee believes that the adoption of its recommendations should ensure that there is a steady flow of records from all departments and agencies to the Public Record Office, and that (with the exception of any which it is necessary to treat as restricted documents for a further period of years) these will be available for public inspection. The advantages of these arrangements will be felt by departments and agencies, the Public Record Office and, not least, by historians and other users of the public records. Departments and agencies will have storage space regularly released, the Public Record Office will be able to plan in advance the provision of accommodation, and historians and other users of the records will obtain a regular flow of new material.

7.5 The Committee believes that it will be possible for these advantages to be enjoyed only through the adoption of the selection procedures which are outlined in this Report. Users of the public records should be aware of this, and should realise the administrative problems that selection involves for departments and archivists. The Committee emphasises the advantages to historians for records to be selected in a way that is administratively workable and provides for efficient retrieval.

Summary of Recommendations

i) Since public records are produced by a government, they are peculiarly its resource and should be administered directly by the government itself. The care of public records is a public obligation. The Committee recommends that a separate public records authority be established called the Public Record Office.

ii) The Committee recommends legislation to provide a statutory basis for the Public Record Office and for the responsibilities of the Public Record Office and of agencies of the State in relation to public records. (6.1)

iii) The Committee recommends that the Public Record Office be given a central position in the government administration that will enable it to deal effectively and independently with all units of government, and that while ultimately it may be directly responsible

to a Minister, as is the U.K. practice, for the present it should be a branch of a department. (6.12)

(iv) The Committee recommends that the Officer-in-Charge of the Public Record Office should be a person of suitable qualifications and extensive archival experience, and that his functions be laid down in the legislation. (6.13 and 6.14)

v) As public officials administering current business are not likely to have time, nor has it been their function to evaluate records for preservation, the Committee recommends that, in order to make the work of the Public Record Office effective, the legislation provide for records management programmes by State agencies, especially disposal scheduling, and for the nomination of an officer in each agency to carry out these functions with the advice and assistance of the Officer-in-Charge of the Public Record Office. (6.17-6.21).

vi) In order to promote an efficient working relationship between agencies and the Public Record Office, the Committee recommends the creation of an Advisory Council consisting predominantly of the heads of the main ministerial departments or their deputies, with representatives from statutory and local government bodies, a representative of Victorian universities, and the State Librarian with power to co-opt. (6.15 and 6.16)

vii) As records are preserved to be of use, the Committee recommends a liberal policy of access. In general, records in the Public Record Office should be accessible to the public; but the Committee recognises that the Minister concerned may in special cases wish to prescribe a period of five years from the date of transfer to the Public Record Office during which access may be withheld, and may prescribe further periods of five years at a time, provided that reasons for the extension be made public. (6.25)

viii) The Committee recommends that the Public Record Office should have power to deal with records out of lawful custody. (6.30 - 6.33)

ix) The Committee recommends that the legislation should refer to legal validity, authenticated copies, and give power to the Public Record Office to destroy valueless records. (6.34 and 6.35)

x) The Committee recommends that the legislation should provide for the making of regulations for the general purposes of a Public Record Act and for such particular matters as conditions under which public records may be inspected and copied, and fees for copying and other services. (6.37)

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APPENDIX I

LIST OF DOCUMENTS, LEGISLATION AND ARCHIVAL AUTHORITIES CONSULTED.

DOCUMENTS:

Australia. The Board of Inquiry into the National Library of Australia. Report. (the Paton Report) (1957).

Canada. The Royal Commission on Government Organisation. Report. (1962).

Great Britain. House of Commons. Committee on Departmental Records. Report. (the Grigg Report) (1954)

House of Commons. Committee on The Civil Service. Report. (the Fulton Report) (1966-68)

House of Commons. Committee on Security Procedures in the Public Service. Report. (1962).

U.S.A. The Hoover Commission on "The Organisation of the Executive Branch of the Government of the United States of America". Report. (1949)

The Commission on Government Security. Report. (1957).

Victoria. The Board of Inquiry into the Library Services of Victoria. Report. (the Jungwirth Report). (1964).

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The Commission on Government Security. Report. (1957).

Victoria. The Board of Inquiry into the Library Services of Victoria. Report. (the Jungwirth Report). (1964).

LEGISLATION:

Australia:

N.S.W.

Archives Act, 1960

Queensland

Libraries Act, 1943-1949

S.A.

Libraries and Institutes Act, 1939

Tasmania

Archives Act, 1965

Canada:

Public Archives Act, 1952

New Zealand:

Archives Act, 1957

U.K. :

Public Records Act, 1958
Public Records Act, 1967

U.S.A.

Federal Records Act, 1934, "An Act to establish a National Archives of the U.S. Government and for other purposes".

Federal Records Act, 1943, "An Act to provide for the disposal of certain records of the U.S. Government".

Federal Records Act, 1950.

ARCHIVAL AUTHORITIES:

Bautier, R.H., "Principles of archival legislation and regulations", in A Manual of Tropical Archivology, (1966)

Brookes, Philip C., Public Records Management (1961).

Jenkinson, Sir Hilary, Manual of Archives Administration (1937 and 1965)

Nunn, H.W., "A survey of public records legislation in Great Britain, the United States of America, the Commonwealth of Australia and the Australian States", (1961 and 1969).

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Schellenberg, T.R., Modern Archives (1956) The Management of Archives (1965)

APPENDIX II

MODERN DEVELOPMENTS IN THE PRESERVATION AND ADMINISTRATION OF PUBLIC RECORDS IN AUSTRALIA AND IN OTHER COUNTRIES

Australia

In Australia there is no legislation on public records as such. There are Archival Acts in New South Wales and Tasmania, and in South Australia and Queensland the Libraries Acts have sections relating to "archives", but the Commonwealth operated on an instruction from the Prime Minister's Department, viz. "Administrative Arrangements for the Management of the Public Records of the Commonwealth Government".

The Committee has fully studied developments in the Australian States and the Commonwealth. By far the most successful archives institution in Australia is the Commonwealth Archives Office, with a staff establishment of 250, offices and storage facilities in each State, but above all a positive programme of "selection procedures" with a disposal scheduling similar to that of the Victorian Archives, with a footage of 344,701 linear feet (1968) for preservation, and an annual destruction rate of ephemera of 190,030 linear feet (1968).

Some of the problems of legislation relating to Archives in other States of Australia are in the definition of archives, and in passive rather than positive selection procedures (if any), statutory responsibilities and administrative arrangements for Public Records; and the lack of records management programmes. These have resulted in failure to make regular transfers of public records to Archives for preservation, and in some States holdings are quite small.

The test of good legislation is practical results. However legislation in other States does not appear to encourage effective development in the main task of an archival institution, that is, the positive selection of public records and service to the entire government frame-work. In the Commonwealth Government, where the archives function has been separated from that of the National Library and where there are positive working administrative instructions on public records foreshadowing legislation, much has been achieved. As this achievement of the Commonwealth Archives has been adapted from and based on the success of overseas public record offices as separate institutions with appropriate legislation, the Committee has also

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United Kingdom

In the United Kingdom an "Act for keeping safely the Public Records" was passed in 1838. This Act transferred to the charge and superintendence of the Master of the Rolls "records belonging to Her Majesty" then lying in various specified record offices, courts and other places. It also provided for the appointment of a Deputy Keeper of the Records, Assistant Keepers and other officers, and required the Treasury to provide suitable buildings. In 1852, an Order in Council extended the scope of the Act to "all records belonging to Her Majesty deposited in any office, court, place or custody". In 1856, the first portion of the Public Record Office came into use, and extensions were added at various dates to cope with the influx of records.

In 1877, the Public Record Office Act authorised the Master of the Rolls to make rules for the disposal of worthless documents, schedules of which, after approval by the Master of the Rolls and the Head of the Department concerned, were to be laid before Parliament - the nucleus of the system of selective retention.

Twentieth century conditions, especially the mounting production of records, aggravated the problem of selecting and accommodating records worthy of

preservation. In 1952, a House of Commons Committee on Departmental Records was appointed "to review arrangements for preservation of records...and to make recommendations as to the changes required".

Its Report (The Grigg Report, 1954) recommended a change both of the constitutional position of the Public Record Office and of the procedure by which records were selected for preservation.

Its recommendations were embodied in the Public Records Act of 1958, which transferred the responsibility of the Public Record Office to the Lord Chancellor, provided for the appointment of a Keeper of the Public Records and other officers, and made it a duty of departmental officers to make arrangements for the selection and safe-keeping of records worthy of permanent preservation, and this was to be carried out under the guidance of the Keeper of the Public Records, who was to be responsible for co-ordination and supervision of the work.

A memorable observation in the Grigg Report symbolises the modern attitude to public records: "We believe that the making of adequate arrangements for the preservation of its records is an inescapable duty of the government of a civilised state".

United States of America

In the U.S.A. the National Archives Act, 1934, created the office of Archivist of the United States and a National Archives Council, with the object of preserving in a National Archives building the inactive government records of administrative and historical value, and making them available for use by Government and scholars. The agitation for a national archival institution has a history dating to the late 19th century, but is omitted for brevity, save for a comment of H.B.Adams (1850-1901), president of the American Historical Society, "We want a separate department like the British Public Record Office".

The functions of the Council were to define the classes of records to be transferred to the archives, to make regulations governing transfers, to advise the Archivist on management of the archives; and to approve lists of records to be destroyed prepared by the Archivist for transmission to Congress.

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The wartime records explosion led to active records management programmes and improved procedure for the disposal of useless records. The Records Disposal Act, 1943, placed records disposal on a constructive basis, authorising the comprehensive disposal/retention schedule as the statutory means of establishing effective control over records. It provided for the promulgation of regulations on procedures for the preparation of lists and schedules of records proposed for disposal, and for the disposal of these records. Where the Congressional Committee failed within a specified time limit to deal with a list or schedule submitted by the National Council, the Act authorised the Archivist to empower the agency to dispose of the records in accordance with regulations. A 1945 amendment of this Act made the adoption of active records management programmes by Federal agencies a matter of established Government policy.

The accommodation crisis in the National Archives in 1949, resulting from the tremendous influx of records from systematic disposal scheduling, led to an investigation, at the request of the National Archives, by the Hoover Commission on Federal records management problems. The Hoover Report was followed by the Federal Records Act 1950, which by placing the Archives under the newly created General Services Administration, ensured for it ample resources, facilities and authority, emphasised the importance of efficient records management, and gave the

Archives power to inspect records, regulate transfers and formulate standards, procedures and techniques.

The rise of the U.S. National Archives in so short a period of years to its present position of eminence among the world's greatest archival institutions must be attributed to the wisdom of the policy and legislation promoted at the instance of the archivists.

Canada

In Canada, the Public Archives dates from 1872, and was established by statute in 1912 as a Department under the jurisdiction of the Secretary of State (transferred to Minister of Citizenship and Immigration 1954). The Public Archives Act provides for the appointment of a Dominion Archivist (having the rank and salary of a Deputy Minister) who, under the direction of the Minister, shall "have the care, custody and control of the public archives".

Consequent on the rapid growth of the administration in modern times and the problems arising therefrom, a Royal Commission was appointed in 1962 to report on the organisation and methods of departments and agencies of the Government of Canada and to "recommend changes that would best promote efficiency, economy and improved service".

The Report of the Royal Commission devotes an extensive section to "Management of the Public Records", in which it recommended a statutory base for records scheduling, standards for the selective retention and disposal of records and competent staff for these tasks, and emphasised the paramount responsibility of the Public Archives for records disposal.

The following extracts from the Report are pertinent:

"To accomplish the orderly disposition of public records an adequate legislative base is needed. It should provide for both the required central leadership and the conduct of departmental programmes. Large sums of money could be saved annually by effective implementation of centrally co-ordinated programmes, utilising sound disposal schedules and adequate records centres...We recommend that the allocating of responsibility for public records and the establishment of rules for their

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"To accomplish the orderly disposition of public records an adequate legislative base is needed. It should provide for both the required central leadership and the conduct of departmental programmes. Large sums of money could be saved annually by effective implementation of centrally co-ordinated programmes, utilising sound disposal schedules and adequate records centres...We recommend that the allocating of responsibility for public records and the establishment of rules for their disposal be governed by legislation."

"Suitable legislation would give emphasis to the departmental responsibility to document activities and would establish a continuing control over the creation, maintenance, use and disposition of records. When proper principles and techniques are established and utilised, the benefits to the government will be substantial. The destruction of useless records, the removal of inactive records from office space, and the use of sound filing practices, could bring annual savings of over $3,000,000. The benefits to be derived from more rapid and accurate access to files and information defy monetary assessment."

Other Countries

Most other countries have archival institutions as part of the government administration, and the older archival establishments, some of very ancient origin, have in most cases threaded modern archival legislation on to the existing bases. Some of these are France, Germany, Austria, Italy, Portugal, Spain, Sweden, and a classic illustration of the wedding of old and new is the French National Archives. The newer developing nations in Asia and Africa like India, Pakistan, the Sudan, Uganda, Ghana, and international organisations like U.N.O., U.N.E.S.C.O., etc. have also complied with the "inescapable duty" of making adequate arrangements for the preservation of their records and set up proper archival machinery, as distinct from library institutions. This is, in fact, a feature of all modern government administrative systems.

APPENDIX III

VIEWS OF LEADING ARCHIVISTS ON THE POSITION OF AN ARCHIVES AGENCY IN GOVERNMENT ADMINISTRATION

Dr. Posner - formerly Director, School of Social Sciences and Public Affairs, The American University, Washington. "Studies in the field of archival organisation...reveal that a national agency will greatly profit from being subordinate to the head of the Government rather than to any particular Ministry or department... such was the status of the National Archives during its formative years" - (The National Archives and the Public Interest, page 138).

"Inasmuch as the archival agency serves all branches and agencies of the government and inasmuch as it should be professionally staffed and directed on a non-partisan basis, it is best given the status of an independent agency." "If the archival service is not to be an independent agency, its ideal status is that of an agency directly reporting to the Governor." - (American State Archives (1964), page 353).

Dr. Schellenburg - formerly Assistant Archivist of the U.S.A., "Present-day national archival institutions usually enjoy a fairly high degree of autonomy in the administration of their work."

"From the nature of the functions it is to accomplish it is obvious that the archival administration should be given a place in the government hierarchy that will enable it to deal independently with all units of government. Unless it is ministerial in character, the archival institution should be either an independent agency or be subordinated to another organisational unit that can deal independently with all governmental departments. The archival administration should be given a place in the governmental hierarchy that will enable it to deal effectively with all other agencies of government...The archivist should be able to meet with other government departments on the basis of equality". (Modern Archives (1956), pages 120-1).

Dr. R.H. Bautier - Ecole des Chartes, Paris, "Place the archives authority under the control of a government institution with wide interministerial powers. This way, it can use more effective and direct powers on the whole of the administrative departments, to whatever agency they may belong. It may be the general Secretariate of the Government of the Federal Chancellory or even an institution depending directly on the President of the Government, or the Prime Minister (Guinea, Israel, Madagascar, etc.)...The political situation of the country and its traditions should be taken into account (in England for instance, the Public Record Office is controlled by the Lord Chancellor who is in charge of Justice, because of the age-old ties between the Chancellorship and the Archives.) If new nations are considered it would seem that the advantages archives can derive from being placed under the control of the head of the government should clearly outweigh the disadvantages." (Principles of Archival Legislation and Regulation (1967).